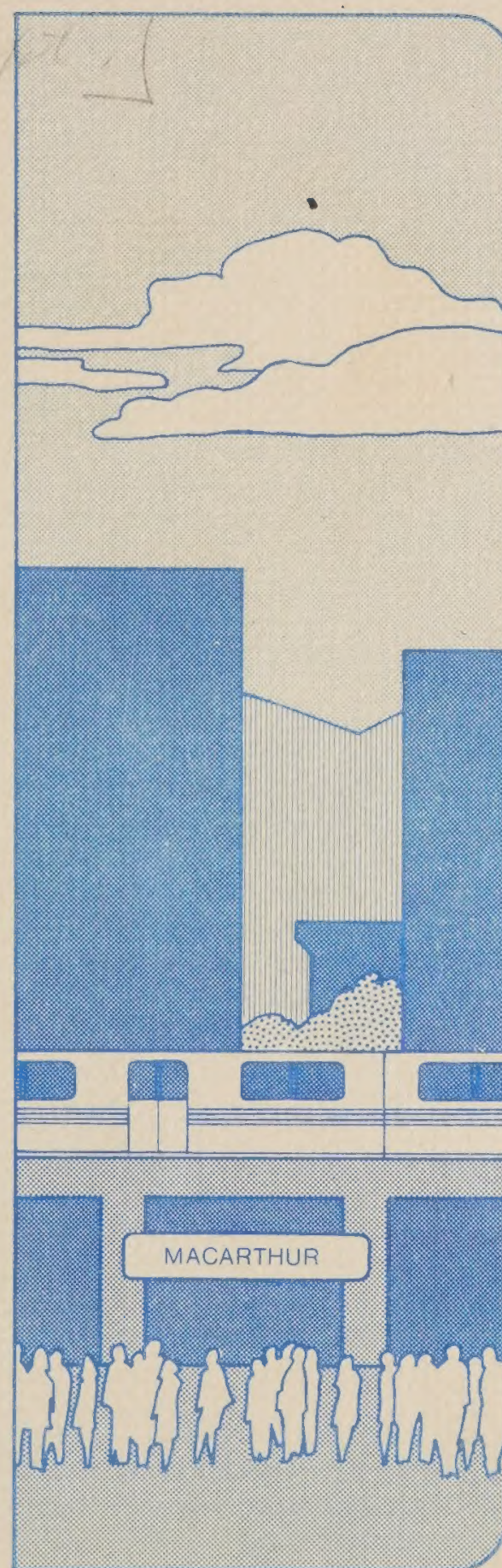
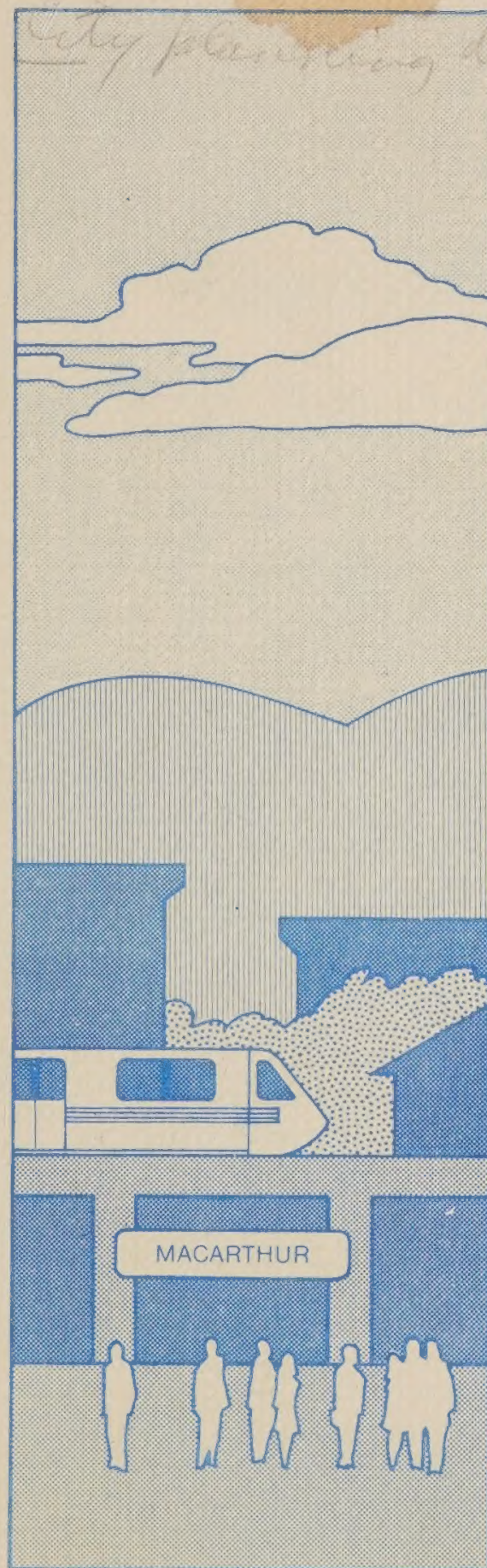
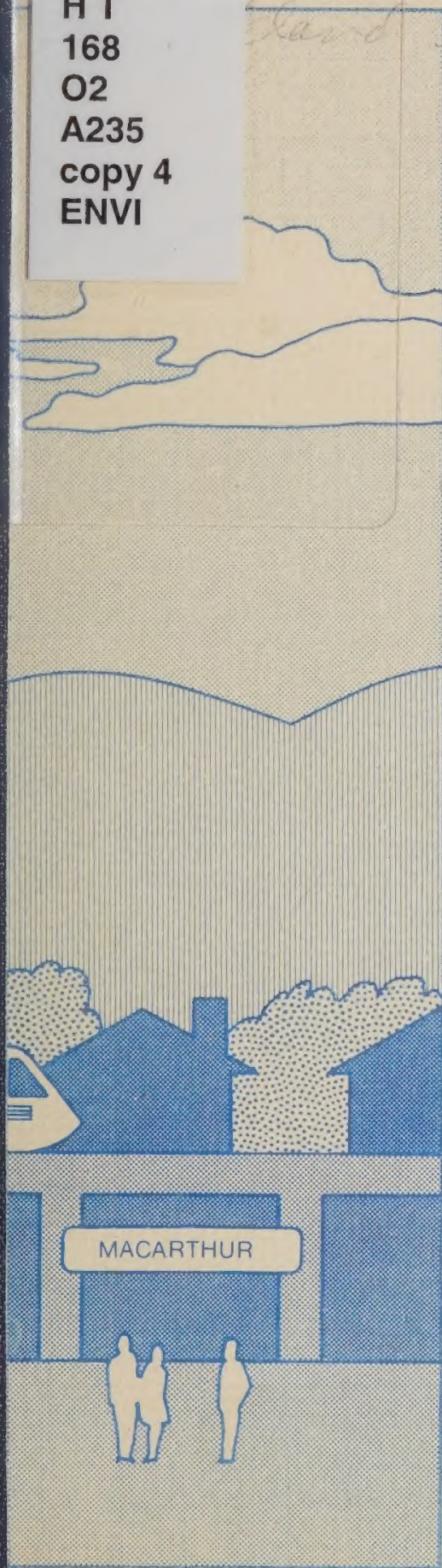


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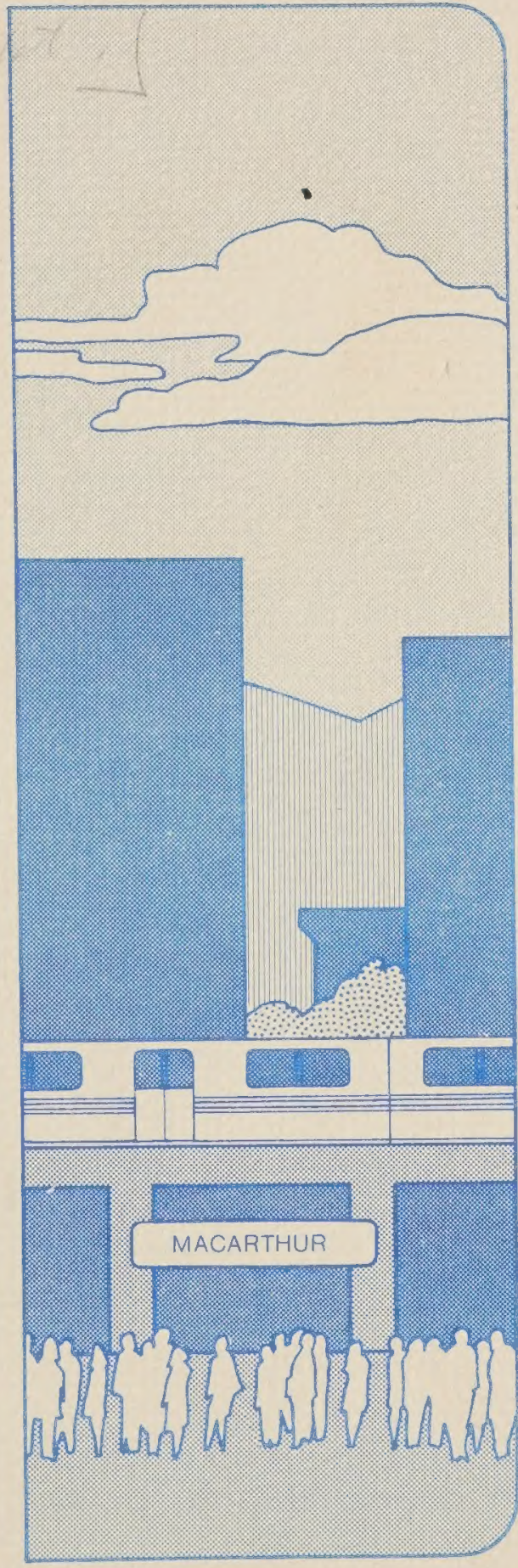
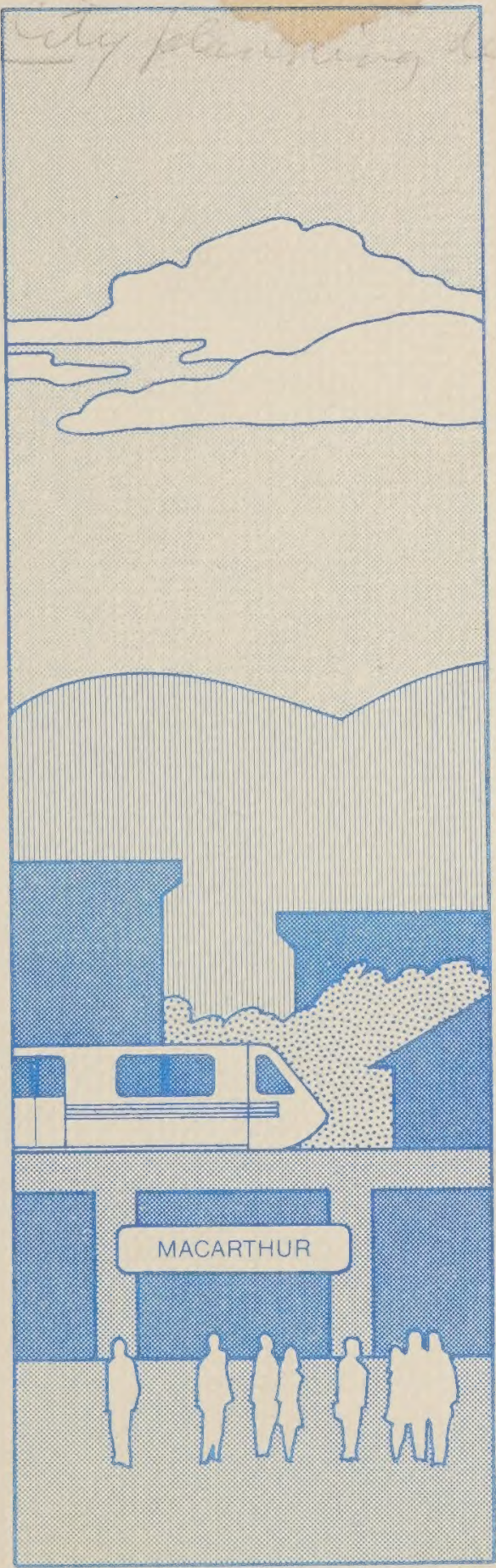
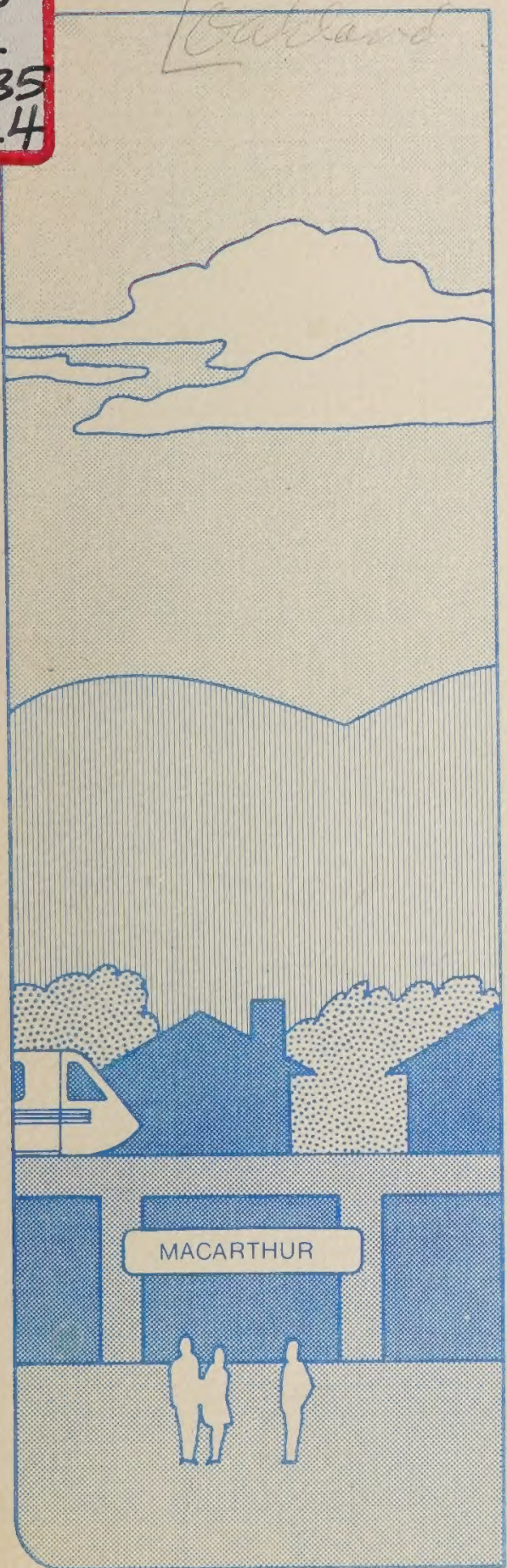
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Alternatives For MacArthur

A STUDY OF THE
MACARTHUR BART STATION AREA

January, 1974

Oakland City Planning
Department

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Preface

This report makes no recommendations as such.

Instead it analyzes conditions in the MacArthur area as they are now and will be under current trends--and then sketches out alternative strategies which might be pursued to change the course of events. It describes the kinds of actions which would be required under each alternative, and outlines the consequences which would probably result from implementing it. However, the alternatives are really concepts rather than proposals, and this report makes no attempt to recommend any one of them over the others.

Nor can it be said that the City as such is "offering" these alternatives to the MacArthur area. Even if people in the area decide on one of these alternatives as their preference, there is certainly no guarantee that the City Council would decide--or could afford--to implement it. Indeed the Council, which must balance local with city-wide concerns, might prefer a different alternative. The alternatives in this report were formulated by the City Planning Department, and the City Council and the City Planning Commission did not review them prior to publication.

These alternatives are posed as a basis for discussion, by people in MacArthur with City officials. This discussion could culminate in important policy decisions for the area. By depicting a series of broad alternatives, along with background material, this report can therefore be viewed as an aid to decision-making.

The report itself has been done as part of a study of the areas around the Fruitvale, MacArthur, and Rock-

ridge BART stations, for which the City received a Federal grant in 1972. The City undertook this study because of a longstanding interest in the possibilities of using BART stations as a catalyst for improving their surroundings.

It must be emphasized that the study has never attempted to deal with all major issues facing the MacArthur area. Rather, it has focused on questions affecting land use, and more particularly on those relating to the BART station. Although the analysis here deals with economic and social factors, the alternatives themselves are basically physical in nature. This is not meant to imply that physical issues are of primary importance, or that physical improvements alone can remedy social and economic problems.

The study has been under the overall direction of the City Planning Department. The Redevelopment Agency has provided assistance on matters relating to land costs and renewal. Economic consultants were hired as the third major participant. The firm of Gruen Gruen + Associates presented their conclusions in a detailed report entitled Economic and Social Analysis of Three Oakland BART Station Areas: MacArthur, Rockridge, Fruitvale, on which much of the present report is based.

In addition, numerous citizens and groups have offered valuable assistance and suggestions--either informally, through interviews, or at meetings held in the area. Special appreciation goes to Nat Arnold and other members of the North Oakland District Council and to Dr. Vincent Cangello of the Associated Medical Center

Staffs. Special thanks are also due to James Cowart of the Oakland Chamber of Commerce, Howard Goode of BART, and Bob Lee of the City's Traffic Engineering and Parking Department.

While this study would not have been possible without the contributions of those named above, and others, the City Planning Department accepts sole responsibility for the conclusions presented in this report.

Highlights

General Economic Factors. New development will not occur around BART stations solely or automatically because of BART. The economic effects in the area around any station will depend also on city-wide and regional market factors--and especially on the area's own physical and socioeconomic characteristics.

Existing Conditions. Most sections of the MacArthur study area have a predominantly residential land use pattern (interrupted by commercial buildings along major streets), with many residents having relatively low incomes. The study area's southeast corner includes important employment centers on Pill Hill and in the MacArthur/Broadway vicinity, though ironically these are a long walk from the station. Even bus service to Pill Hill is rather inconvenient. Although the majority of buildings in the study area seem reasonably well maintained, many are showing signs of deterioration--especially in the sections west of the Grove-Shafter Freeway. Environmental problems include the barriers created by the freeways, and the shortage of park space in many sections.

Possible Types of Public Action. There are many kinds of public actions which might be carried out to alter existing conditions and economic factors. These include rezonings and zoning text changes, redevelopment, conservation and rehabilitation of existing structures, environmental or access improvements, and different forms of financial assistance programs.

Current Outlook. It is possible to outline what will likely happen in the coming years under the assumption that no major new public actions will be undertaken to alter the course of events. Demand for space on already-strong Pill Hill and Broadway will be somewhat enhanced by BART, although in most of the remaining

sections BART in itself will do little or nothing to increase demand. A good deal of new office space (and some retail space) can be expected on Pill Hill and Broadway, and some increase in commercial space is also likely along Telegraph right next to the station. At least some new private-market apartments will be built in most sections east of the Grove-Shafter Freeway, and much of this area will be preserved in reasonably good condition. West of the freeway, in contrast, no significant amount of private-market construction is likely, while tendencies toward deterioration will continue.

Alternatives for MacArthur. The current outlook could be changed if appropriate new public actions were undertaken. Five broad alternative strategies are posed, and the likely effects of implementing each of them are outlined.

- . Alternative I (Preservation As Is Throughout the MacArthur Area) would seek to preserve physical and economic conditions basically as they are now, in all sections. Achieving this goal would require a package of actions including radical downzoning, environmental improvements, and rehab, with some form of financial assistance program where necessary to help owners make repairs or to minimize displacements. If this alternative were implemented there would generally be little new construction. On the other hand, the existing pressures for physical deterioration would be contained. There would be some slight increases in rents, but not enough to significantly displace existing income groups.

- . Alternative II (New Development in Those Sections Best Related to BART) would try to keep many sections essentially as they are now, and actions there

would be like those under Alternative I. However, it would encourage new development and general upgrading near the station, on already-regionally-oriented Broadway and Pill Hill, and along a special shuttle bus route (or other improved transit service) which would link the station to MacArthur/Broadway and Pill Hill. In particular, rebuilding next to the station would be encouraged--through a moderate-sized redevelopment project if appropriate. Implementing this alternative would result in a substantial amount of new office and housing (and some retail) construction in those sections where growth would be encouraged. Particularly in those sections, there would be improvements in overall housing quality, and some rent increases. The improved bus service and new construction would help increase patronage at the MacArthur BART station.

- . Alternative III (Development Wherever Feasible Without Substantial Displacement) would encourage private investment and environmental upgrading throughout the study area--but only to the extent that these do not seriously displace from the area the kinds of income groups and business establishments found there now. Public actions would include various downzonings; improved transit service between the station, MacArthur/Broadway, and Pill Hill; and efforts to moderately upgrade the overall quality of structures and environment. A fairly substantial amount of new private construction would result east of the freeway, but only a minor amount west of it. There would be some increases in housing prices, but not enough to cause drastic or rapid change in the typical incomes of residents.

- . Alternative IV (Maximum Private Investment Without Massive Clearance) would seek to realize more fully the potential investment (both in new construction and existing buildings) in the study area--but only as far as could be done without involving a very large-scale redevelopment project. However, it would call for rebuilding at various strategic locations, and this could involve small public redevelopment projects. There would also be some downzonings and im-

proved transit service, as well as widespread rehab efforts and environmental improvements to further stimulate private investment. A great deal of new non-residential and housing construction would result east of the freeway, along with substantial housing rent increases which would tend to displace existing residents who could not afford the higher costs. Rent and income changes would generally be less substantial west of the freeway, and the total amount of new construction there would still be small.

- . Alternative V (Maximum Private Investment) would be the same as Alternative IV except that it would not rule out large-scale redevelopment. Indeed a large redevelopment project would be required west of the station to radically transform the environment, and economic demand, there. This could be supplemented by smaller-scale redevelopment projects elsewhere. There would also be widespread environmental improvements and rehab efforts, improved transit service, and various zoning changes. In general, substantial new construction and physical upgrading, and significant rent increases, would result both east and west of the Grove-Shafter Freeway, although the extreme southwest corner of the study area would be less affected by these changes. Overall, assessments would increase more than under any other alternative. On the other hand, the redevelopment and other public actions west of the station would be very expensive.

Chapter 1

General Economic Factors

Before looking more closely at the MacArthur area, it is necessary to consider the basic economic factors which affect the potential around BART stations generally. These are:

1. The overall economic potential of Oakland and the Bay Region.
2. The localized factors which affect the relative market for housing or nonresidential space at different specific locations.
3. BART's own direct impacts, such as reductions in travel time.

The interactions among these factors are complex. For example, BART will tend to increase the relative demand for space at some specific locations -- although, as we shall see, it will have no significant effect in places where the other localized factors are unfavorable. Also, BART may well act to stimulate overall economic growth in the Bay Region. Though estimating such a regional growth effect was beyond the scope of their assignment consultants Gruen Gruen + Associates did find that many knowledgeable people whom they interviewed had this kind of effect in mind. Furthermore, the overall Stanford Research Institute projections with which the Gruens worked (described below) may well have reflected such an effect.

One basic assumption made in the study was that BART will indeed "work": that reasonably soon, despite its current technical and fiscal problems, it will be able to start trans-bay service and generally to operate at something like its originally expected level of service.

REGIONAL AND CITY-WIDE ECONOMIC POTENTIAL

The demand for housing and nonresidential space in specific areas, like those around the BART stations, operates within the overall limits that apply to the Bay Region -- and, more specifically, to Oakland.

Employment Trends. The entire San Francisco-Oakland SMSA (Standard Metropolitan Statistical Area) is unusual in terms of the relatively low percentage of employment in the manufacturing sector. Instead, a very high proportion of jobs are in business or consumer services and similar fields.

Oakland itself developed initially as a manufacturing center, and even in 1960 about 26 percent of its employment was in manufacturing. However, the number of manufacturing jobs dropped by 30.1 percent between 1960 and 1970. In contrast, the same period saw a 37 percent rise in Oakland's "FIRE" (finance, insurance, and real estate) employment and a 30 percent increase in the services category.

Table 1

TOTAL NONAGRICULTURAL WAGE AND SALARY JOBS BY
STANDARD INDUSTRIAL CLASSIFICATION: OAKLAND, 1970-1985

Standard Industrial Classification	1970	1975	1985	1970-1985 Change	
				Number	Per Cent
Total Nonagricultural Wage and Salary Jobs	166,802	173,800	194,400	+27,578	+16.5
Kinds Typically Using Office Space:	66,284	73,700	87,100	+20,816	+31.4
Finance, Insurance, and Real Estate	10,734	12,100	15,500	+ 4,766	+44.4
Services	26,392	29,600	37,100	+10,708	+40.6
Government ^a	29,158	32,000	34,500	+ 5,342	+18.3
Retail Trade	28,484	29,100	29,900	+ 1,416	+ 5.0
Wholesale Trade	11,360	11,100	10,200	- 1,160	-10.2
Other (Including Manufacturing, Transportation, Communication, and Utilities, Contract Construction, Etc.).	60,674	59,900	67,200	+ 6,526	+10.8

Source: Gruen Gruen + Associates: Economic and Social Analysis of Three Oakland BART Station Areas: MacArthur, Rockridge, Fruitvale, with projections adjusted from those in Stanford Research Institute, Economic Projections for Oakland to 1975 and 1985.

a. "Government" includes jobs in public education.

In projecting future employment, Gruen Gruen + Associates examined the set of forecasts made in 1968 by Stanford Research Institute for the City Planning Department as part of a comprehensive analysis of Oakland's economy. They found that SRI had forecast the 1968-1972 employment growth in finance, insurance, and real estate, as well as other services in Oakland, at a slightly faster rate than actually occurred in this period.

However, the Gruens felt that the overall nature of the SRI forecasts was quite reasonable. Therefore

they decided to use SRI's basic projections but adjust their time frame a few years forward. Table 1 shows the resulting figures for 1975 and 1985.

Demand for Office Space. The demand for office space will increase partly because of the major employment growth expected in those categories which typically use office space. Probably space increases will also be required for the expanding needs of existing employment: nationally, average space per employee has been going up for a variety of economic and technological reasons. Employment growth will likely generate a

need for something like 3,500,000 square feet of additional space between 1970 and 1985, while expanded space needs for existing jobs may require some 2,000,000 square feet more. These add up to a total 1970 - 1985 net increase of about 5,500,000 square feet, or over 360,000 square feet per year. This figure should be viewed as the mid-range of a forecast which could vary 25 percent on either side.

Whether the actual pattern will be near the high or the low end of this range depends largely on the success of Oakland's Central District in attracting new offices. On the one hand, downtown Oakland's lack of a high intensity office cluster tends to reduce its attraction. Furthermore, San Francisco gives it very tough competition for headquarters offices. On the other hand, the City Center Redevelopment project may greatly enhance downtown Oakland's attractiveness. Also, typical downtown land prices in Oakland are considerably lower than in San Francisco.

Actually, the existence of this fairly cheap downtown land may tend to reduce demand for non-downtown Oakland locations by those types of office users who might otherwise seek them because of major land cost savings.

Another factor is the supply of clerical labor in the East Bay. In particular, the female labor pool in the suburbs is quite large. Furthermore, clerical wages tend to be somewhat lower in the East Bay than in San Francisco. For much of this labor supply, BART is now reducing the travel time to places near Oakland's stations -- both the downtown and the non-downtown ones.

Demand for Retail Space. Available statistics do not provide a sufficient basis for projecting the demand for retail space. However, we do know that between 1960 and 1972 Oakland's total retail sales, measured in current dollars, barely kept ahead of inflation. For some types, such as general merchandise, sales

even fell behind the inflationary rate. These figures, along with conversations with knowledgeable people, suggest that many of Oakland's present retail facilities are obsolete. Yet, if dramatic new retail concentrations can be created, such as the planned City Center shopping mall, the slow retail growth could be accelerated. If this is not done, the recent pattern of stagnation may well turn into decline.

Demand for Industrial Space. Although Oakland can expect little if any net growth in warehouse and factory jobs, there will be demand for new industrial space. New establishments will come into the City, just as some existing ones will die out or leave. There will also be a demand for space from existing establishments wanting to modernize or replace their existing facilities. In some situations the most economical way to do this will involve expanding onto adjoining property. In other cases, industries will seek to move to newly-developing industrial sections of Oakland, and they will tend to use more land at their new locations. For both reasons a substantial amount of additional industrial land will be needed, over the next couple of decades, somewhere in Oakland.

Much of this demand will probably be met by the Port of Oakland's Industrial Park and other new areas. However, other sites can probably be provided in Oakland's older industrial sections, some of which contain underused parcels and obsolete uses.

Demand for Housing. Obviously the size and make-up especially the income levels, of Oakland's population directly affect the demand for housing. Between 1960 and 1970 total population declined from 367,548 to 361,561. However, consistent with a decrease in average household size, the total number of housing units increased a little in the same period: from 141,537 to 146,615.

Recent years have seen dramatic racial and ethnic changes, although some of this trend is tapering off. While many white families have left, many others --

some with fairly high income-- have stayed within Oakland or even moved into it from outside. Young whites continue to move in, probably due partly to Oakland's growth in office jobs. Also, significant numbers of elderly white Oaklanders are staying in the local housing market.

As for the "minority" (nonwhite or Spanish-surname) households, it should be emphasized that these cover a wide range of incomes. Only a minority of these minority groups have incomes below the poverty line.

Nevertheless Oakland continues to serve as a major entry point for relatively low-income immigrants to the Bay Area. These, together with existing low and moderate-income residents, create pressures on the supply of low-priced housing. This supply has in recent years been affected by the demolition of thousands of older units which, though often in far from perfect condition, did provide relatively inexpensive shelter.

As Table 2 indicates, the bulk of recent housing additions have been multi-family -- a pattern typical of central cities. The table also reflects the sizable amount of recent "publicly assisted" construction (public housing, "236," etc.).

Much of the assisted housing has been built in low-income sections of Oakland. In contrast, as one would expect, most of the non-assisted private construction has been in such higher-income sections as the Lake Merritt district and the Hills.

Looking ahead, multi-family units (some of them rental and some condominium) will continue to be the dominant form of new construction. The shortage of vacant land, and the level of land prices, will limit the amount of new traditional single-family detached homes. However, the absolute rate of private multi-family construction is unlikely to be higher than it was in the 1960's, and it could be lower. The actual rate, in fact the

Table 2

HOUSING UNIT ADDITIONS BY TYPE:
OAKLAND, 1960-1973

	<u>1960-70</u>	<u>1970-73</u> ^b
Private Market (Non-Assisted) Units:	23,318	1,324
Single-Family Units	5,758	341
Two-or Multi-Family Units	17,560	983
Publicly Assisted Units ^a	1,779	2,189 ^c
Total Units	25,097	3,513
Per Cent Publicly Assisted	7.1	62.3

Source: Oakland City Planning Department data.

- "Publicly assisted" housing includes both units owned or leased by Oakland Housing Authority and privately owned units subsidized by Federal Government under "236" or similar programs.
- Includes only part of 1973.
- Includes 58 single-family units.

whole future of private unassisted housing construction in the City, will depend on the ability of Oakland's neighborhoods to retain their appeal to middle- and higher-income people--in other words those who can afford to pay the full price of new units.

FACTORS AFFECTING DEMAND FOR A PARTICULAR LOCATION

Having considered the regional or city-wide demand for commercial, industrial, and residential uses, we can now look at the kinds of market factors that affect decisions to locate these in one particular place or

another. (Of course, zoning may to some degree influence the effects of these market factors -- for example, by narrowing the range of possible sites.)

Commercial Uses. The relative demand for commercial space at different locations tends to reflect differences in the cost of doing business and (particularly for retailing) the ability to generate sales there. These in turn depend on several major factors.

One of these is the accessibility to customers or clients with the income to make purchases. Obviously the more potential consumers, and/or the higher their incomes, the greater will be a site's sales potential. This principle applies not only to retailers but also to such uses as banks and medical and dental offices. The potential customers are usually people who live in readily accessible areas, but they may also be nearby employees or businesses. Sometimes, however, simple accessibility is not enough: people may just drive by if a store or its surroundings are unattractive.

A second, and related, factor is the particular site's advertising value. This refers to the quality and quantity of visual exposure to passers-by. It is especially important when the passers-by can easily stop and go into the establishment, but there is also a "billboard" kind of value in just being visible -- to people going through on a freeway, for example.

A third major concern is the "agglomeration effect," which has to do with the nearness of other, complementary uses. This effect is one reason for the popularity of the one-stop shopping center, but this is only one example. In general, competing sellers of similar products -- or services -- do best if they are located near each other. The series of antique stores along College Avenue, the cluster of medical offices on Pill Hill, and the "Auto Rows" along Broadway and East 14th Street are all examples of this effect.

Of the factors which affect the cost of doing business

on a particular location, some are of special importance to many office users. One matter is the nearness and range of such business services as duplicating shops. Another concern is the ease of attracting the necessary clerical labor force. Here, again, mere ease of access can often be less important than attractive surroundings. For example, an office located in a pleasant and "safe" area, with good shops and restaurants, will find it easier to attract female employees.

Industrial Uses. For a factory or warehouse, the values of different sites vary with the costs of shipping raw materials and/or other goods to and from them, and the costs of attracting the labor force needed for operation. As for shipping costs, accessibility by rail or even ship is critical for some industries. Good accessibility by truck is, of course, important for most industries. As for labor force costs, the effects described in the last paragraph for office users are often relevant to industries.

Housing. Housing demand varies dramatically between different locations. Units of equal size, type, and quality, but located in areas with different social and economic characteristics, may vary widely in price.

This is because households seek more than just a housing unit with some land under it. They also buy or rent a whole residential environment which includes such features as the neighbor's social and economic characteristics; the appearance and "prestige" of the area and the other housing in it; the quality of local schools; street safety and noise levels; and accessibility to frequently-visited places, especially to job locations.

At any one point in time, these characteristics are unique to each neighborhood. In fact, one can define a "neighborhood" as a group of housing units located within a given area and sharing a very similar set of these demand-differentiating characteristics. Expressed somewhat differently, at any given time each

type of neighborhood has its own particular pattern of housing demand. This pattern is of course reflected by obtainable rents and sales prices, which are thus very significant indicators of a neighborhood's general "quality."

Rent levels can also suggest something about how "stable" a neighborhood is. Where rents are low and the occupants cannot pay much, there is a real danger that landlords will not invest enough in maintenance. This danger is particularly acute if very few similarly low-priced vacant units are available, since the landlord then has less need to compete for the low-income tenants by investing in maintenance. When some landlords on a block visibly "undermaintain" their housing, this tends to lower the rents owners of adjacent properties can get. This in turn makes it harder for these adjacent owners to pay for improvements, and the deterioration process continues to spread.

Whenever some basic features of an area are changed, in socio-economic terms it will really become a different "neighborhood," with a different demand pattern. For example, a redevelopment project might radically improve the environment in an old residential area, and greatly increase the rents and sale prices that can be obtained for housing there.

BART'S OWN DIRECT IMPACTS

BART itself will have several types of direct impacts.

First, it will act to reduce "space impedance," especially for sites near the stations. This simply means that it will take significantly less time to get there than it used to, at least for many people.

Second, BART will increase the "advertising" value of certain locations because it will mean more, and in some cases more affluent, passers-by. This will

be especially so right at the stations, where commuters transferring from car or bus to train might be induced to drop in and buy something. Probably, however, there will also be some increase in the advertising value of readily visible properties along the BART line itself -- or along important routes taken by commuters going to the stations.

BART will also produce, or has already caused, "physical environmental" impacts (where it brings changes in visual amenity or noise level); "disruption" impacts (where BART construction has displaced people and disrupted old local activity patterns); and "boundary" impacts (where the BART line has become a barrier between very different neighborhoods).

Although some of these impacts are certainly favorable from a developer's viewpoint, in no case will new development occur solely or automatically because of BART. Whether new investment occurs around a station, or how much, will always depend on whether and how BART's own direct impacts interact with the other factors discussed earlier -- most importantly those which reflect the surrounding area's own social, economic, and environmental characteristics.

BART will trigger dramatic change only in those situations where the local forces that resist change are weak and/or there are very strong change-seeking forces which BART's own impacts can intensify. In terms of land economics, the change-resisting forces are the costs either of acquiring and removing old land uses and building new ones, or of remodeling existing facilities to suit. The change-seeking forces (or "push factors") are the regional or city-wide, but more importantly the localized, demand for housing and non-residential space.

Chapter 2

Existing Conditions

The previous chapter emphasized that the economic effects of any BART station will depend very heavily on the surrounding area's own physical and socio-economic characteristics. This chapter analyses these conditions as they now exist in the MacArthur area.

At present this study area -- centered around the station -- is in reality the artificial joining of parts of several rather different districts ("North Oakland," "West Oakland," etc.). Furthermore, the barriers created by the two freeways undoubtedly help to separate these districts. Most of the different sections do, however, share a mostly residential land-use pattern, interrupted by commercial buildings along major streets, with residents generally having low-middle to low incomes. There are important employment centers such as "Pill Hill" along the study area's southeastern corner, although ironically these are quite some distance from the station itself.

LAND USE

General Pattern. Map A shows the predominant pattern of existing land uses in the study area. Since this map is generalized for the sake of readability, it cannot show minor lot-by-lot variations or mixtures of different uses. Actually, for example, in various sections labelled "commercial" there are some units above (even between) the stores. More importantly, it

should be noted that at least some two-family or even multi-family dwellings are sprinkled through most "single-family residential" sections -- and vice versa.

It is clear, nonetheless, that a great many residential blocks are mainly single-family. Against this background various clusters of higher-density housing stand out -- and many of them happen to be quite near the station. Of particular interest is the corridor of multiples running eastward from the station along 40th and 41st Streets. This corridor is in some ways an extension of the strong apartment districts to the east just outside the study area, near 40th beyond Broadway and Piedmont Avenue.

Interestingly, this pattern along 40th is interrupted in part by some industrial and heavy commercial uses between Webster Street and Broadway -- a result, in part, of the railroad that once ran along 40th. In the sections of the study area west of the Grove-Shafter Freeway, some other industrial buildings can be found.

Commercial uses are located along several major streets, especially Broadway, Telegraph Avenue, and Grove. Another nonresidential category which is of prime importance in the MacArthur area consists of hospitals, doctors' offices, convalescent hospitals, and other medical uses. The majority of these -- including Merritt, Peralta, and Providence Hospitals -- are clustered on Medical Center Hill ("Pill Hill"), the

district generally bounded by Telegraph, the MacArthur Freeway, Broadway, and 27th Street. Located outside "Pill Hill" itself, though, are the large Kaiser facilities along MacArthur Boulevard between Broadway and Piedmont, as well as the smaller Civic Center Hospital and some other medical uses along 40th near Shafter. Childrens Hospital of the East Bay is just north of the study area, at 52nd and Grove.

Finally, the map shows various public and institutional uses. These include Mosswood Park; various schools and churches; the California State Automobile Association Building on West MacArthur facing the park; the State highway maintenance yard in the northwest corner of the interchange between the MacArthur and Grove-Shafter Freeways; the Highway Patrol Office facing Telegraph Avenue at the northeast corner of this interchange; the small parks in the other two corners; and the BART parking lot next to the station.

Lot Sizes. Most residential lots are small or moderate-sized. As for commercial sites, few are very big -- with some obvious exceptions like the MacArthur/Broadway Center and Safeway parcels. (The commercial lots on Grove tend to be noticeably smaller than those on Telegraph and Broadway.) Many of the hospitals and public and institutional uses, of course, do occupy large sites. Of special interest, due to its strategic location and low building density, is the Highway Patrol's extensive site.

Vacant Land. Nearly all the vacant land in the MacArthur area is along or near Grove Street. Of special interest is the whole series of vacant lots (some too small to show on Map A) within the section from about MacArthur to 42nd -- very near the BART station.

At the northwest corner of the big freeway interchange, some of the open State property is, in a sense, "vacant" since it could probably be put to some non-freeway use. Not far from Grove, there is some vacant property on 37th Street and on West Street above 37th. The closed-

down gas station at the northwest corner of MacArthur and West, although technically not "vacant land," is also worth mentioning.

East of the Grove-Shafter Freeway, vacant land is almost nonexistent. Some minor exceptions are (1) a lot at the southwest corner of 42nd and Telegraph and (2) one or two parcels on the south side of MacArthur between Telegraph and Webster.

Recent Construction. The last six years have seen a great deal of new construction. However, all the major projects (except of course for freeway and BART construction) have been in the Pill Hill and Broadway sections.

These have included:

1. Various projects on Pill Hill, including some new doctors' offices and a major addition to Merritt Hospital.
2. Large additions to Kaiser Hospital, one of them a 14-story tower.
3. The 11-story Mosswood Park Office Building on a parcel between Broadway, Mosswood Park, and the MacArthur Freeway.
4. A 6-story office structure built over the MacArthur/Broadway shopping center.
5. A 12-story medical office building now under construction on the northwest corner of Broadway and Hawthorne.

Several new or enlarged gas stations, car washes, and other automotive establishments along Broadway were built.

This pattern of major projects on Pill Hill and Broadway has been paralleled by large-scale housing construction to the east, outside the study area. A 250-unit, five-story luxury apartment project is under

Map A

GENERALIZED LAND USE 1973

-  One-Family Residential
-  Two-Family Residential
-  Multi-Family Residential
-  Public Recreational
-  Other Public or Institutional
-  Vacant
-  Commercial
-  Medical or Medical Office
-  Industrial



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construction next to the MacArthur/Broadway Center on the block bounded by MacArthur, Piedmont, Warren Avenue, and Richmond Boulevard. Near 41st and Piedmont, several high-rise projects (some for senior citizens) have been or are being built.

Within the study area itself, though, nearly all residential construction over the last six years has been "turnkey" public housing. Fourteen turnkey projects have been built, ranging in size from four to 21 units. They have been located both east and west of the Grove-Shafter Freeway.

West of the Freeway, turnkey housing has been almost the only new construction of any kind.

COMMERCIAL AND MEDICAL ACTIVITIES

Commercial Activities. There are important differences among the major commercial streets in the study area.

Much of the activity along Grove appears rather marginal, and one gets here the general impression of a declining area. The shops are small and seem to cater mainly to the local neighborhoods. Among the establishments here are several beauty salons and a barber shop, some liquor stores and small restaurants, real estate offices, household repair and cleaning shops, and auto repair and servicing.

Telegraph Avenue, on the other hand, has generally larger and newer establishments. Typically these cater to both the adjacent neighborhoods and motorists passing through the area. Many provide off-street parking for their customers. Among the establishments are many restaurants and bars, a couple of drug stores, a Safeway (at 40th), a large motel (at MacArthur), some furniture or paint stores, a couple of gas stations, a dairy, a large bakery, cleaners, and various other, largely convenience-type establishments. The section below MacArthur includes florists and funeral homes,

a pattern related to the nearby hospitals on Pill Hill.

(The most intensive portion of Telegraph Avenue's "Temescal Shopping District" is outside the study area, running north from about 48th Street.)

Commercial activities are scattered along West MacArthur Boulevard. These consist largely of gas stations and motels, although some of the motels seem to have suffered a decline since building of the MacArthur Freeway diverted much of the through traffic.

The only really intensive shopping concentration within the study area is the MacArthur/Broadway Center, on the southeast corner where those two streets intersect. This is a large planned "community" center, offering a wide range of both convenience and shopping goods and services (supermarket, variety stores, dress shops, bank, cinema, etc.). The roof area provides parking. A 6-story office building is also located here.

Almost opposite this Center is the new Mosswood Park Office Building. Tenants here -- which include insurance companies, the Internal Revenue Service, and manufacturing representatives -- generally serve a regional market.

The section of Broadway below the freeway is Oakland's largest "Auto Row." (This pattern is being interrupted by the high-rise medical building under construction at Hawthorne.) Obviously this section, too, serves largely a regional market.

Along Broadway from the Shopping Center north, and spilling over onto 40th Street, there are more automotive establishments. Here, however, these are interspersed among many other establishments. Real estate and insurance offices, both convenience-type and more specialized retail stores, and repair services are found here.

Current rent levels tend to be lowest in those commercial sections which essentially serve only the local market.

Thus in general rents are quite low along Grove, considerably higher along upper Broadway, and highest in newer structures near the MacArthur-Broadway intersection and on Pill Hill.

Medical Activities. As already mentioned, most of the medical facilities are on Pill Hill. In fact, this is a very important area serving the entire East Bay. The Hill generally emphasizes secondary level care, with primary care (family physician and emergency room) and some tertiary care (open heart surgery, extended cancer work, etc.) being given. Some research and study is also being conducted, and leaders in some medical fields are present.

Pill Hill's big advantage is having a great variety of medical services and specialties available within a small area. Duplication of some facilities and services among the various hospitals is of concern to hospital planners, nonetheless.

PHYSICAL CHARACTER AND MAINTENANCE

General Form and Appearance. Except for the large buildings on Pill Hill and Broadway, most of the MacArthur area is a rather "uneventful" texture of small low-rise buildings. This scale contrasts starkly with the two freeways -- and especially the huge, four-level interchange between them.

Besides serving as strong barriers between different sections of the study area, the freeways produce a good deal of noise which affects nearby streets.

Other problems include the unsightly utility lines over almost every street, and the general shortage of street trees and open space. Mosswood Park, the only large open space, is easily the MacArthur area's prime visual asset.

Housing Styles. In most sections the dominant style of one-or two-family dwelling is what might be called

"Neoclassic." This general type sprang up here in large numbers during the decades before World War I. At its most typical it is a two-story house with a generally "cubical" look from the street; a low pitched hipped roof, often with a central dormer; clapboard siding; double-hung windows surrounded by wide, flat trim; and interesting classical details such as corner pilasters or a portico-like front porch. Many streets of these two-story houses have an enclosed "urban" quality which -- with good maintenance -- can be very pleasant.

Another, generally more recent dwelling style is the "California Bungalow." This is common above 40th Street, in the northwest and northeast corners of the study area. It is typically a one-story house with a gable to the street, low-pitched roof and stucco or occasionally clapboard, sides. There is often a deep front porch flanked by stout columns.

Apartment buildings also contribute to the MacArthur area's visual character. The majority seem to be pre-World War II, and many of these try to suggest a vaguely Italian or Spanish idiom (tile roof, etc.) Among the relatively few postwar apartments are the "turnkey" projects, and many of these are poorly landscaped and deserve the description "stucco box."

Housing Maintenance. Although the majority of dwellings still seem reasonably well maintained, many are showing signs of deterioration. In general poor maintenance appears to be more common to the west of the Grove-Shafter Freeway than to the east. Within the western section, however, maintenance tends to be better as one moves north from the MacArthur Freeway. Within the eastern section, it tends to be better north of 40th Street, while maintenance of some housing below the MacArthur Freeway may suffer from owners' speculation that it will be replaced by medical uses.

The new "turnkey" projects generally do little to improve the picture. In fact many look poorly maintained, and show evidence of early deterioration.

The Commercial Environment. The Grove Street commercial strip has a depressing look and some of the properties here are quite poorly maintained. Telegraph Avenue appears better, and various of the older structures have been remodeled, but even here some properties show signs of undermaintenance. Along MacArthur, maintenance tends to be better east of the Grove-Shafter Freeway than to the west. Along Broadway most buildings seem to be kept up well.

Most commercial architecture is rather nondescript, though the handsome new Mosswood Park Building is one notable exception. Unsightly signs, especially rooftop billboards, are a major problem along most of the commercial streets.

Immediate Station Environs. The station's immediate surroundings could hardly be called inviting. On its east side the open BART parking lot faces the shabby or nondescript rear walls of the Telegraph commercial strip, beyond which several rooftop billboards rise prominently. On the opposite side, the station is separated from the area to the west by long, forbidding passages under the freeway (on 40th Street and MacArthur) which could very easily repel a crime-wary commuter. In addition, there is no strong activity concentration right at the station to give this location some sense of identity.

PUBLIC FACILITIES

Most sections of the MacArthur area, especially the western ones, are seriously deficient in park and recreation facilities. Although Mosswood Park provides a substantial range of facilities, it is on the area's eastern edge. Similarly, the North Oakland Recreation Center, just outside the study area, on 45th Street next to Oakland Technical High School, is a long way from most residents. The two new parks at the freeway interchange are more centrally located, but they are small. The only other recreation facilities are the various school playgrounds. These also

help, of course, but they are none too large; moreover, they are usually unlandscaped, barren, and uninviting.

School enrollment in the study area has generally been declining. For example, enrollment at Longfellow School decreased from 580 in 1970 to 494 in 1973. Although Longfellow itself is still operating at regular-classroom capacity, enrollments at most of the elementary schools serving the study area have fallen below capacity.

For this and other reasons, the schools serving the southwest corner of the MacArthur area are being reorganized. Grades are being reassigned among different sites; one school farther to the west (Clawson) will be abandoned; a school to the south (Durant) will be expanded; and Hoover Junior High School has just been demolished, to be replaced by a new school on the same site.

Oakland Public Schools is now considering another reorganization which would affect Wilson, Emerson, and Oakland Tech as well as other facilities farther north. The tentative proposal developed so far would retain all these sites but shift some grades among them.

Branch library and fire services are provided from various locations outside the study area. There are nearby library branches at 52nd and Telegraph, 41st and Piedmont, and 31st and San Pablo Avenue. Fire stations are located near 34th and Market, 51st and Telegraph, and 26th and Broadway.

CIRCULATION

Trafficways. The highest-capacity trafficways in the MacArthur area are the two freeways which meet here (See Map B.) Ironically, though, it is difficult to get from these freeways to most of the area. It is especially hard for commuters who might want to drive to the station, park there, and catch a train. If they

are driving west on the MacArthur Freeway the most direct route is via the Oakland Avenue off-ramp -- a long way from the station. If they take the closer West Street off-ramp, they have to double back to reach the station. If they are driving south on the Grove-Shafter Freeway, the most convenient off-ramp is near 55th and Telegraph.

Within the study area there are several "arterial streets," which carry relatively long-distance through traffic. MacArthur Boulevard is the only east-west one, but there are several north-south arterials: Market Street, Grove, Telegraph, Broadway, and Piedmont Avenue. There are various "collector streets," to carry traffic between arterials and minor streets; these include West, 40th, 42nd, Shafter, and portions of Webster, 35th, 36th, and 45th. The remaining trafficways are "local streets," intended primarily for access to adjacent property.

Two peculiarities of the local street network worth noting are:

1. The series of very short dead-end streets between Grove and the adjacent freeway.
2. The rather awkward pattern of narrow streets on intensively used Pill Hill.

(On Pill Hill, it should be added, Providence Hospital has been considering a proposal which would involve closing Central Avenue and extending Summit Street through to Hawthorne.)

Telegraph and Broadway are the most heavily travelled arterials. In 1972 (when the most recent traffic counts were taken) vehicles per day averaged about 21,000 on Telegraph and 24,000 on Broadway. MacArthur Boulevard handled 16,500 cars near Grove and 22,000 near Broadway. Grove Street carried between 8,600 and 13,000 vehicles per day, and Market Street about 14,000.

Traffic volumes on the collector streets vary considerably; 40th Street is the most heavily travelled, particularly east of the Grove-Shafter Freeway where there were between 6,700 and 12,000 vehicles per day in 1972.

At the present time there is generally very little street congestion in the study area. The biggest problems have been at the intersections of MacArthur Boulevard with Broadway, Howe Street, and Piedmont Avenue. There are several major traffic generators right around here, including Kaiser Hospital, the MacArthur/Broadway Center, and the Mosswood Park Office Building. Furthermore, Howe Street (which also serves Kaiser Hospital) dead-ends here and feeds traffic onto MacArthur, adding to problems at the MacArthur-Piedmont and MacArthur-Broadway corners. (Although no systematic checks have been made since the national "energy crisis" began late in 1973, threatening reductions in automobile usage, it would seem that the problems here have by no means disappeared.)

There is also something of a circulation problem at the Shattuck Avenue-Telegraph Avenue-45th Street intersection because of street alignments. Here, Shattuck joins Telegraph diagonally right where 45th crosses.







Parking. Parking is not a serious problem in most of the MacArthur area. However, parking is very congested on Pill Hill. This section is a metered parking district and the City operates a public parking lot on 29th Street. Because of the demand, the City has been considering double-decking this lot.

At the MacArthur Station, BART staff would like to add at least one deck over the present open lot to accommodate commuters. This lot, which is depressed, was purposely designed to allow for such an addition.

Public Transit. The BART line runs along the middle of the Grove-Shafter Freeway, with the station itself

Map B

CIRCULATION SYSTEM 1973

-  Freeway
-  Arterial Street
-  Collector Street
-  Bus Route
-  BART Line
-  BART Parking



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Map C

Neighborhoods, 1973



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being at 40th Street. Interestingly, this is one of only four East Bay stations from which it will be possible to go anywhere in the BART system without transferring. Peak travel time will be four minutes to the Oakland City Center station, and thirteen to Montgomery Street in San Francisco. In 1975, when trans-Bay service will be in operation, BART expects that there will be an average of about 7,300 trips daily to or from the MacArthur station.

The MacArthur study area is also served by a number of AC Transit bus lines. Several through lines from downtown Oakland run along Broadway, somewhat fewer along Telegraph, and one each along Market, Grove, and Piedmont. The "C" line, which runs along 40th Street, provides service to San Francisco; and there is a "C" shuttle bus, which goes into the station parking lot to pick up and drop off passengers transferring to or from BART. (The "E" and "F" lines, which run along Market above 40th, also give trans-Bay service.) The "14" and "17" provide connecting service from the west, along 40th and into the station parking lot. The "57" line, a major cross-town route, also runs along 40th, then turns south on Broadway and east again on MacArthur; in doing so this one line does provide direct service from the station to the major commercial and medical uses at the MacArthur-Broadway intersection.

Transit service to Pill Hill itself is rather inconvenient. Although various lines pass by its edges along Broadway and Telegraph, the medical facilities themselves are uphill from the bus stops on both streets. This makes access especially difficult for disabled or ill people.

This inconvenience is compounded by the difficulties of transferring from BART to some of the bus lines on adjacent streets. The lines along Telegraph which lead to Pill Hill are several hundred feet from the station itself. Furthermore, the nearest westbound bus stops for the "57" are at Grove and Telegraph.

(AC Transit, it should be noted, has been studying possible changes to remedy these difficulties.)

Another possible deficiency in bus service is that essentially, there is no service along MacArthur Boulevard west of Broadway.

NEIGHBORHOOD CHARACTERISTICS BASED ON BLOCK DATA

For a fuller understanding of MacArthur's residential sections, it is helpful to analyze the kinds of population and housing characteristics reported in the U. S. Census. Doing so reveals a lot of variation within the MacArthur area. The area really consists of several different "neighborhoods," as that term was defined in Chapter 1.

Gruen Gruen + Associates delineated six such neighborhoods within the MacArthur area, by analyzing the 1970 Census data available at the block level and then grouping blocks with similar characteristics. Map C shows the boundaries of these neighborhoods. Table 3 presents key statistics on each one, and these are briefly discussed in the next few paragraphs.

Average rent per room and, for owner-occupied houses, average value per room are probably the most revealing of all these figures. (Expressing these as "per room" avoids distortion due to varying unit sizes.) The price paid for a housing unit of a given size is directly related to the perceived "quality" of the structure and its environment. Furthermore, as was explained in Chapter 1, low rent can often be a warning signal for housing undermaintenance. This is especially true in neighborhoods where the residents have low-incomes -- a factor which will be discussed later in this chapter.

Neighborhood "A." In 1970, out of all six neighborhoods, this one had the highest percentages both of owner-occupied units, and of housing in one-unit

Table 3

SELECTED POPULATION AND HOUSING DATA BY NEIGHBORHOOD:
MACARTHUR STUDY AREA, 1970

	Neighborhood					
	A	B	C	D	E	F
Total Housing Units	738	320	1,167	540	844	1,515
Average Number of Housing Units per Block	49.2	40	68.0	77.1	70.3	60.6
Per Cent in One-Unit Structures ^a	50.0	11.25	25.4	8.9	29.2	37.9
Per Cent in Two-or-More-Unit Structures	50.0	88.75	74.6	91.1	70.7	62.1
Average Number of Occupied Units per Block	48.3	36.75	64.6	72.2	66.5	57.24
Per Cent Owner-Occupied	39.0	11.2	20.0	6.9	27.5	33.1
Per Cent Renter-Occupied	61.0	88.8	80.0	93.0	72.4	66.9
Average Home Value (\$) ^b	19,980	NA ^c	20,140	NA	16,700	18,400
Average Home Value per Room (\$) ^b	3,740	NA	4,060	NA	3,120	3,600
Median Monthly Contract Rent	101.70	102.30	94.00	91.20	86.10	90.80
Median Monthly Contract Rent per Room (\$)	27.70	32.27	29.00	33.50	24.30	23.20
Average Rooms per Unit (Owner-Occupied)	5.33	NA	4.96	NA	5.34	5.11
Average Rooms per Unit (Renter-Occupied)	3.67	3.17	3.24	2.72	3.54	3.90
Per Cent Black (Owner-Occupied Units)	19.1	15.2	24.1	25.7	87.7	68.6
Per Cent Black (Renter-Occupied Units)	16.1	21.5	23.1	20.2	91.9	81.3
Total Population	1,551	457	2,222	984	2,056	2,945
Per Cent Black	21.3	23.4	31.0	23.3	92.6	85.2
Per Cent Under 18	18.2	12.3	21.7	11.5	30.9	31.5
Per Cent 62 or Over	26.1	30.9	21.8	19.3	15.3	16.9

Source: Gruen Gruen + Associates, Economic and Social Analysis of Three Oakland BART Station Areas: MacArthur, Rockridge, Fruitvale, based on block data from 1970 U.S. Census of Population and Housing.

a. Includes row, duplex, and similar units separated by a wall extending from ground to roof.

b. Only covers owner-occupied single-family houses with no other unit, or business, on same property.

c. "NA" indicates cases where some needed block data was not published because of census nondisclosure rules.

structures. Nevertheless, many of the one-family units were apparently being rented, and this suggests a situation where many property owners may be anticipating some change in the future. There was also a large percentage of elderly residents, many of whom had owned homes here for a long time, and some of their homes can be expected to change ownership in the near future. As far as average value per room and average rent per room, Neighborhood "A" fell about in the middle compared with the other areas.

Neighborhood "B." The housing units in this neighborhood -- a long, narrow strip generally along 40th Street -- are primarily in apartments or two-family structures. In 1970 rents here were higher than in adjacent Neighborhoods "A" and "C." Nearly a third of the residents were elderly (the largest percentage of any MacArthur neighborhood), and only a small percentage of the population was under 18.

Neighborhood "C." The single-family homes in "C" had the highest average value of any MacArthur neighborhood, though only 20 percent of all housing units here were owner-occupied. Average rents were the third highest among the six neighborhoods.

Neighborhood "D." This is a densely populated, mainly multi-family section; and in 1970 it had the highest rents of any MacArthur neighborhood. There were few youth or elderly, and thus a large working-age population -- many of whom may live here because they work on Pill Hill.

Neighborhood "E." In 1970 this area had both a large percentage of rental units and a quite low average rent per room. Furthermore, the average value of single-family homes was the lowest of any MacArthur neighborhood. Nearly a third of the residents were under 18, and nearly all were black.

Neighborhood "F." As in neighborhood "E," the population here was largely young and primarily black,

and had a similarly low-rent level. However, Neighborhood "F" had a higher average home value and higher percentages of one-family units and of owner-occupied units. It is important to note that both "F" and "E" had higher proportions of owner-occupied units than any other neighborhood except "A."

Internal Differences and Outside Relationships. It is quite clear that the Grove-Shafter Freeway acts as both a social and an economic boundary. That is, Neighborhoods "E" and "F" vary significantly from Neighborhoods "A," "B," "C," and "D." Rents and home values are lower in "E" and "F," residents are generally much younger, and the population is almost entirely black (compared with only about one-fourth in the sections east of the freeway).

Besides considering these internal differences, one can look at the MacArthur neighborhoods in light of the areas beyond them. Thus, Neighborhood "E" is part of "West Oakland" and is similar in many ways to the adjacent sections of that community to the south and west. Similarly, Neighborhood "F" is part of "North Oakland" and tends to shade off into the adjacent portions of that community. Neighborhood "A" is actually part of the "Temescal" area that extends much farther north. Neighborhood "B" shares some features of the important apartment districts lying just beyond Broadway and Piedmont Avenue. Neighborhood "D" may relate in some ways to these districts, or to the downtown area to the south.

GENERAL SOCIOECONOMIC CHARACTERISTICS AND CHANGES

Further insights on the MacArthur area and its residents can be obtained by evaluating the social and economic data reported by the large areas called "census tracts." Most of this information is in fact unavailable for the small census blocks which were used above to define "neighborhoods."

The boundaries between the 1970 tracts in the middle

of the MacArthur area coincide with the boundaries between the neighborhoods (or groups of them), but each tract also includes large sections beyond the neighborhoods. The neighborhoods fall within the tracts as follows:

<u>1970 Census Tracts</u>	<u>Neighborhoods Within Tract</u>
4011 + 4012	A, B, C
4013	D
4014	E
4010	F

(The portions beyond the neighborhoods extend to 51st or 52nd Street on the north, San Pablo Avenue and the Emeryville city limits on the west, Broadway on the east, and West Grand Avenue on the south.)

Despite these boundary differences, the tract data are related to the neighborhoods in the following discussion. This obviously relies on the assumption that a neighborhood's characteristics do not vary significantly from those of the larger census tract containing it.

Also, in some cases general comparisons between 1960 and 1970 tract figures are made below. Since tract boundaries changed quite drastically between those two years, comparable 1960 data had to be estimated.

Total Population and Racial Composition. Between 1960 and 1970 the total population of the MacArthur area declined, due largely to the dislocation caused by freeway construction. At the same time, a substantial racial change was taking place. The white population decreased by 46 percent, compared with a 21 percent drop for Oakland as a whole. MacArthur's black population grew, but only by 15 percent compared with 49 percent city-wide. Overall, however, the proportion of black residents in MacArthur in 1970 was much larger than for the city as a whole.

Family and Age Characteristics. It seems that in all

neighborhoods except "B" and "D" the number of family households exceeded the number of one-person households. The situation in "B" and "D" can be explained by the large number of apartments there. It is also interesting that in all census tracts except 4014, families with children as a percentage of all families was less than the city-wide proportion.

Mobility. For the five MacArthur tracts combined, the 1970 Census reported that 44.8 percent of all residents over the age of five were living in the same place as in 1965. This was close to the city-wide figure of 46.9 percent. However, there were important variations between tracts, ranging from 27.6 percent for 4013 to 50.0 percent for 4014 and 52.3 percent for 4010.

This suggests that many residents of Neighborhoods "E" and "F" have stayed because housing prices are low there. Many of them may have had difficulty finding similarly low-priced housing elsewhere or (for owners) difficulty in selling their homes at an acceptable price. Another barrier may have been racial discrimination in housing elsewhere. Therefore the lower mobility in "E" and "F," which might otherwise be taken as a sign of neighborhood "stability," may actually reflect a situation where many residents are "trapped" for economic or racial reasons.

Incomes. In 1969, as Table 4 shows, median family incomes in all sections of the MacArthur area were significantly below the city-wide average. The lowest figure was for the tract including Neighborhood "E" while the highest was for Tract 4012, which includes those portions of "A," "B," and "C" between Webster Street and Broadway. It is interesting that average family income in "F" was significantly higher than in "E."

Tract 4013 had a quite low average income for unrelated individuals, and this is surprising since Neighborhood "D" has the highest rents per room. It may be that many of these expensive units are being shared by

Table 4

MEDIAN INCOMES BY CENSUS TRACT:
MACARTHUR STUDY AREA, 1969

Census Tract	Neigh- borhoods Within Tract	<u>Median Income (\$)</u>		
		<u>Families</u>	<u>Unrelated Individuals</u>	<u>Families and Unrelated Individuals</u>
4011	A,B,C	7,526	3,241	4,767
4012		8,333	3,529	5,516
4013	D	7,013	2,611	3,335
4014	E	5,664	2,436	3,965
4010	F	7,202	2,694	4,967
Oakland City-Wide	-	9,626	3,303	6,787

Source: Gruen Gruen + Associates, Economic and Social Analysis of Three Oakland BART Station Areas: MacArthur, Rockridge, Fruitvale, based on 1970 U. S. Census of Population and Housing.

several unrelated persons, or perhaps that the low-income individuals are really living in the extensive portions of Tract 4013 south of Neighborhood "D."

The MacArthur area has been "losing ground" as a percentage of city-wide median family income, dropping from an estimated 81 percent in 1959 (the year reported in the 1960 Census) to 73 percent in 1969.

Looking at the sources of 1969 incomes, roughly half the families in each MacArthur neighborhood were at least partially dependent on welfare or social security payments. One inference is that many of these families could find it very difficult to pay more for housing maintenance, whether directly or (for tenants) indirectly through rent increases.

Place of Work and Means of Transportation. Certain figures in the Census shed special light on BART's potential benefits to MacArthur's employed residents. The 1970 data showed 9.5 percent working in downtown Oakland or San Francisco, the employment centers toward which BART is most strongly oriented. This was somewhat below the city-wide figure of 11.7 percent. Since the location of the other residents' jobs is not known so precisely, it is difficult to speculate how many may be able to benefit by commuting on BART.

However, it is interesting that in most of MacArthur a significantly smaller percentage of residents drove to work, compared with Oakland as a whole, and a significantly higher share took public transit.

Chapter 3

Possible Types of Public Action

There are many kinds of public actions which might be carried out to alter the existing conditions, and economic forces, discussed in the last two chapters. An outline of the major types is offered below.

(The emphasis here is on the types of actions themselves rather than on specific existing programs through which they might be financed. Often, in fact, the necessary programs either do not exist yet or may be changed radically. Right now there is particular uncertainty about the future level and nature of Federal assistance programs.)

Actually, some public actions can serve to prevent change rather than promote it. The public actions appropriate for any area really depend on what goals are desired there -- and, accordingly, Chapter 5 will demonstrate how actions could be "packaged" to promote various goals.

The choice of public actions will also be influenced by the private economic forces with which they must interact.

In situations where the potential for achieving the desired goals already largely exists in the private market, only rather inexpensive public actions may be required. These might include minor improvements to stimulate the operation of market forces, or rezonings to simply permit their operation. In contrast, there

may be cases where the desired goals can be achieved only by drastic changes in existing conditions which radically change market demand. Very expensive public actions, such as large-scale redevelopment, would then be called for.

Another factor in selecting actions is the ability of public agencies to pay for them. The various governments which would probably be involved -- the City of Oakland, BART, AC Transit, and perhaps many others -- each have their own financial constraints. In particular the City is now facing a severe fiscal crisis, even with the current level of "general revenue sharing" money it is receiving from the Federal Government. The City is exploring all possible new revenue sources. Some help may come from the "special revenue sharing" proposals, now before Congress, which might provide money for such things as urban renewal, code enforcement, and new parks. Clearly, however, the City will be looking very closely at any proposals to spend more money -- and, of course, proposed expenditures in areas near the BART stations will have to compete with proposals for the rest of Oakland.

It should be added that many of the "public" actions described below (street tree planting, for example) could actually be done by private groups, individuals, or perhaps nonprofit corporations formed by property owners -- perhaps with public guidance and encourage-

ment. In fact this kind of approach could be very very appropriate, in light of the public financial problems just described.

CHANGES IN DEVELOPMENT REGULATIONS

There are various types of controls over the location, intensity, and design of different land uses. Some are even non-public, such as subdivision deed restrictions. Public controls include the Oakland Housing and Building Codes and several related laws; these however deal mostly with interior design and occupancy and technical construction details. The city's subdivision ordinance does regulate physical development on a broader scale, but in built-up areas like those around the BART stations zoning is far more important.

The City's "zoning ordinance," found in the Oakland Planning Code, already contains a wide range of zones -- each intended for use in a different general type of area. Table 5 shows the key differences among these. Some are "basic" zones (either residential, commercial, industrial, or special) and some are "combining" zones, which can be plotted over the basic ones to add various supplemental provisions.

How an area is "zoned" may be very different from how the area is actually developed. For example, many older houses near the Fruitvale station are in "industrial" zones which prohibit new dwellings.

Changes in zoning controls (or conceivably in other development regulations) could be designed either to make a given type of new construction move feasible or to discourage it. They might also be designed to ensure that development in an area is attractive or harmonious with its surroundings.

Zoning may even compel removal of existing billboards and other objectionable uses, although this approach has been rarely used in Oakland and there is controversy as to how much removal can legally be required,

and how quickly, and under what conditions. Zoning may also require an owner or developer to provide a reasonable amount of environmental improvements, such as street trees and a street-level plaza for a new office building.

However, zoning by itself cannot make new construction happen, in the absence of sufficient demand in the private market.

Rezoning. Whenever it is in the public interest, any area can be rezoned. The basic zone can be changed, and a combining zone may be added if necessary.

"Downzoning" and "upzoning," which can affect construction feasibility, should be defined here. A change which would allow fewer housing units (or less nonresidential floor space) on a lot of a given size would be a "downzoning" -- a rezoning from R-70 to R-50, for example. A change in the opposite direction would be an "upzoning."

Text Changes and Creation of New Zones. The text of existing zones, including the major provisions shown in Table 5, of course, can be changed. In this way, certain zones might be retailored to make them more usable in some areas near the BART stations. Relevant possibilities include:

1. Prohibiting or lowering the permitted density for apartment buildings on small individual lots, to discourage narrow "shoebox" projects and to provide an incentive for land assembly.
2. Reducing the minimum size for "planned unit development" density bonuses (now 60,000 square feet in most zones) to provide a further incentive for land assembly.
3. Improving the site standards for apartments by requiring, for example, increased side setbacks or more on-site recreation space.

1. Two-family dwellings are neither permitted nor conditionally permitted in R-30.
2. General Manufacturing is conditionally permitted in M-20.
3. S-6 Zone should have "b" footnote in "Residential: Spaces per D. U." column.

Provisions of combining zones supplement those of the basic zones they are mapped over.

Name of Zone

KEY PROVISIONS OF ZONES IN OAKLAND PLANNING CODE, 1973

Name of Zone		Permitted or Conditionally Permitted Uses ^a																					Maximum Size of Certain Commercial Establishments (Sq. Ft.)		Design Review		Minimum Size of New Residential Lot (Sq. Ft.)		Residential Density: One Dwelling Unit per Indicated Sq.Ft. of Lot Area		Maximum Height (in Feet and Stories) or Floor-Area Ratio (FAR)		Required Off-Street Parking ^a			Minimum Front Yard (Feet)																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
		■ Permitted ■ Permitted If Conditional Use Permit Granted																															Residential: Spaces per D.U. ^h		General Retail Sales: One Space per Indicated Sq. Ft. of Floor Area ⁱ		Administrative Office: One Space per Indicated Sq.Ft. of Floor Area ^j																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
		One-Family Dwelling	Two-Family Dwelling	Multi-Family Dwelling	Church	Public Office Building	Hospital	Doctors Office	Professional Office or Bank	Administrative Office	Business Service	Food or Convenience Sales	General Retail Sales	Gas Station	Auto Sales	Hotel or Motel	Research Service	Wholesaling	Custom Manufacturing	Light Manufacturing	Heavy Manufacturing	Mobile Home Park																	Billboard																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
		Removal of Existing Billboards																					Special Ground-Floor Use Controls		Special Regulations on Open Parking and Storage		Food or Convenience Sales		Other		Construction or Alteration		Demolition																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																										</	

- a. See text for unlisted uses.
- b. See text for details or exceptions.
- c. Total of two units allowed on existing 4,000 sq. ft. lot. For senior citizen housing, density may be increased up to 75% if use permit granted.
- d. Maximum one unit on existing lot smaller than 4,000 sq. ft. For other lots, see text for varia-

- tions from 1/1,500 density ratio, depending on lot size. For senior citizen housing, density may be increased up to 75% if use permit granted.
- Permitted density and FAR are 10% higher on corner lot; 10% on lot facing park. For senior citizen housing, density may be increased up to 75% if use

- permit granted.
- f. Permitted density and FAR are 10% higher on corner lot; 10% on lot facing park. Density and FAR may be up to 50% more for high-rise housing, 75% for any senior citizen housing, if use permit granted.
- g. Portions above 40 feet must be set back farther on some sides.
- h. Requirement is 25% less within

- 600 feet of center of BART station; may be reduced as much as 75% for senior citizen housing anywhere with use permit.
- i. None required if total non-residential floor area on lot under 3,000 sq. ft. (10,000 in C-45, C-51, S-2). See text for existing buildings and uses in parking districts.

4. Requiring a conditional use permit for large apartment projects in R-60 and R-70, thereby ensuring a public hearing on each project and a chance for the neighborhood to object or suggest changes.
5. Prohibiting high-rise buildings in R-60, and possibly in R-70 and some commercial zones, or at least requiring use permit review for them.
6. Reducing the permitted housing density in C-30 and some other commercial zones.
7. Prohibiting billboards and generally improving the sign controls in various commercial zones, with mandatory removal of the most objectionable existing ones.
8. Improving the controls on open land uses, and even requiring landscaping or screening for existing ones, in some commercial and industrial zones.
9. Requiring all new developments to provide a specified number of street trees.
10. Not requiring parking for nonresidential buildings near BART stations.

(Also, wherever there are requirements for a use permit or design review, these could be backed up by special administrative guidelines to promote visual harmony with neighborhood character.)

It is even quite possible to create an entirely new zone where an area has sufficiently distinct needs. For example, an "S-11 Industrial Transition Combining Zone" -- prescribing review and high standards for all industries -- has been proposed recently for areas with mixtures of industry and old houses.

REDEVELOPMENT

Although the term "redevelopment" can have broader

meanings, it is used here to refer to those public actions which involve the acquisition of land and demolition of any existing structures for the purpose of putting the land to a new use.

The California Community Redevelopment Law authorizes a redevelopment agency within a city-designated project area to acquire property for sale to developers. The project area itself, however, must be blighted or deteriorating. (Federal financial programs for redevelopment have even more elaborate requirements.) Relocation payments and assistance must be given to those residents and businessmen who are displaced -- or in some cases, replacement housing must be provided.

A redevelopment project can enhance the operation of market forces in two direct ways (in addition to indirectly stimulating investment on nearby properties). First, it may allow sale of land to a developer for less than it cost. Second, even if there is no such "writedown," redevelopment can apply the public power of eminent domain to compel the sale of property. This can be quite important where it is necessary to assemble many small lots.

In some favorable market situations, it is conceivable that no writedown might be needed and even the public "land assembly" function might be minimal. A rebuilding plan might be drawn up and private developers could then proceed to acquire land directly, with the public playing a back-up role ready to deal with occasional hold-outs.

A way of paying for related capital improvements is through "tax increments." The California Community Redevelopment Law allows a city to earmark the entire increase in property taxes in an urban renewal area for project costs. This approach may be promising in some situations near BART stations where assessment increases can be expected.

CONSERVATION AND REHABILITATION OF EXISTING STRUCTURES

In contrast to redevelopment, there are other kinds of public actions which seek to preserve or upgrade existing structures.

Code Enforcement. Relevant health and safety codes include the Oakland Housing, Building, and Fire Codes and various related County and State laws. Enforcement of such codes is done largely by the City's Building and Housing Department, the Fire Department, and the County Health Department.

The approach typically used in Oakland divides the city into districts to which individual inspectors are regularly assigned. Within these extensive districts, enforcement is now done mostly on a spot basis as violations are noticed by the inspectors or reported by residents or others.

Another procedure is "pre-sale inspection," although this presently has a limited impact since it only applies where a sale involves certain types of financing.

A more comprehensive approach is "concentrated code enforcement," which involves door-to-door inspection of an entire area's residential buildings. So far, efforts of this type have been done without Federally Assisted Code Enforcement (FACE) funds.

All these forms of code enforcement are presently limited as to how much quality improvement they can produce. Under existing code provisions, many older houses can be required only to meet those code standards which existed when they were built. Besides, little can be done sometimes about poor exterior maintenance -- such highly visible things as peeling paint or weathered clapboards -- as long as a dwelling is structurally safe and keeps the elements out. Also, in general, much less can be done about poorly maintained commercial properties than about housing.

Nevertheless, when a residential building is in serious

violation of codes, and when the owner cannot or will not make the required repairs, the structure must be demolished at his expense. Although the City provides relocation referral services to the former occupants, no relocation payments are made. (Such payments would be required under FACE.)

Aside from demolitions, code enforcement has more subtle displacement effects which can be especially important in lower-income areas. Many homeowners have difficulty paying for improvements, and may even have to sell their house at a disadvantage and move. Furthermore, many owners of rental property may seek to recover the costs by raising rents, and their low-income tenants may be forced out. Possible actions designed to provide rehabilitation assistance, and prevent such displacement, are discussed later under "Financial Assistance Programs."

Rehabilitation Through Urban Renewal. Although code enforcement, too, causes "rehabilitation," this term is sometimes used in a more limited sense to refer to the kind of upgrading of structures done in one kind of urban renewal project. Such a project may have its own rehabilitation standards, which can be more restrictive than general City codes and require major improvements in exterior appearance.

Just as with an urban renewal project of the "redevelopment" type, the project area must meet certain criteria; it may or may not involve Federal financial assistance; and "tax increment" funding can be used. The Redevelopment Agency may acquire some properties, cause them to be rehabilitated, and then resell them. Sometimes a structure cannot be saved, and the Agency may have to clear and resell the property. In any case relocation payments must be made to the occupants of demolished structures (and in some cases replacement housing may have to be provided).

Again, this kind of rehabilitation can also displace people more indirectly -- because of the cost of rehabilitation or rent increases -- unless there are adequate assistance programs.

Other Rehabilitation Actions. Some Federal programs have provided money for:

1. Renovation of existing public housing ("public housing modernization").
2. Renovation of existing privately owned structures for use as public housing ("turnkey rehabilitation").
3. Renovation for moderate-income housing.

Aside from governmental programs, upgrading might in some cases be pursued on a voluntary, cooperative basis. For example, a neighborhood or a merchants' association might sponsor a "clean up, fix up" campaign.

ENVIRONMENTAL IMPROVEMENTS

"Environmental improvements" are those public actions which make an area's general environment (as opposed to individual structures) more livable and attractive, or at least serve to offset negative factors affecting the environment. In market terms, such improvements tend to increase sales prices and rents for private properties in the area.

One way of paying for some of these improvements might be through "tax increments," as discussed earlier -- although this would obviously work best in situations where significant new private investment is both feasible and desired by the community. Another general approach would be to form a special assessment district.

Park and Recreation Improvements. New parks or recreation areas, of various types and sizes, might be provided.

Although clearing built-up land for these can be very expensive, some kinds of situations do present opportunities for reducing this cost. These include:

1. Leftover pieces of land along freeways or street widening.
2. Land along creeks -- especially where flood control work is being undertaken by the Alameda County Flood Control District, which is authorized to build incidental recreation facilities itself as well as to cooperate with other agencies in multi-purpose projects.
3. Appropriately located vacant or underused lots.
4. Houses being demolished because of code enforcement.
5. Large new developments, where a plaza or other open space might be provided either at the developer's expense as a condition of approval or partly at public expense under a "joint development" approach.
6. Street closings or narrowings, as discussed below.

In addition, existing parks or recreation areas, might be redesigned to be more attractive or to permit new recreation activities.

Some money for local park and recreation facilities could become available from the 1974 bond issue proposed by the Z'berg-Collier Act. However, this could not be used for staffing, which is something that must also be considered. New parks obviously need people to maintain them. If the level of local recreation programs were intensified, still more staff would be needed.

Street Closings or Restrictions. In some places it may be desirable, for environmental reasons, to reduce accessibility. There are various ways to discourage through, or fast, traffic from invading streets where it would be unwelcome. Among these are:

1. Full street closure in the middle of a residential block, with a small play area on the closed-off portion and possibly with diagonal parking on the remainder to make up for the lost curb spaces.
2. Traffic diverters diagonally crossing the intersections of local streets.
3. Full closure of a residential side street where it joins a major street with a small plaza on the closed-off portion.
4. Semi-closure of a side street exit or entry only, not both where it joins a major street, again with a small plaza or landscaped area.
5. Sidewalk widenings (sometimes called curb extensions or "chokers") at corners.
6. Frequent stop signs or other traffic restrictions.

Money from the city's gas tax fund might be used for at least some of these. However, any such improvements would need to follow detailed study of their likely traffic effects.

Beautification and Other Street Work. Street trees (or other planting) could be concentrated along major routes, or they might be distributed throughout an entire area. Street trees can make a big difference, visually, in almost any situation, yet they usually cost surprisingly little. Because of this, planting can often be done by individuals or local groups.

Other "beautification" improvements include such things as special sidewalk treatment, small plazas and benches. These improvements are especially appropriate to commercial streets.

Undergrounding of utility lines -- still another form of "beautification" -- tends to be quite expensive. Furthermore, removing the utility poles often means that new street lights have to be provided.

(Aside from this tie-in with utility undergrounding, new street lights may be desirable for other reasons in some poorly-lit areas.) The utility companies themselves must pay for a few miles of undergrounding in Oakland each year, although this is usually limited to major streets. Where new electroliners are required, the City can install them or it can lease them from the Pacific Gas and Electric Company. (Another approach, of course, would be an assessment district.) New utility connections on private property must be paid for by the property owners.

Another kind of street work, which might be needed in some areas, would be the replacement of curbs and gutters.

Buffering. Buffering devices such as planting, walls, or special noise baffles might be installed at various locations. These could be especially desirable along freeways or railroads, or to separate mutually incompatible land uses. It is interesting, although this is no guarantee of funding, that State law now authorizes the California Department of Transportation to install noise suppression devices along existing freeways.

Improvements to Other Public Facilities. Also important to the local environment are such diverse facilities as branch libraries, flood control devices, and of course schools.

The agencies responsible for improvements to these facilities, and the means of financing them, are equally diverse. However, one concept should be mentioned which might save money on building new facilities of these types. This is the idea of "joint development," in which a private developer and/or one or more public agencies would share a single site and reduce the costs for each -- through use of "air-rights," for example.

Crime Prevention Actions. In economic terms, crime prevention is like the more physical "environmental

improvements" which were outlined above. To residents, the crime rate is a critical part of the total neighborhood environment -- and potential investors view it just the same way.

Although crime rates and solutions to crime depend largely on changes in the broader society, some things can be done at the neighborhood level. Examples include assigning more police patrols to high-crime areas, conducting educational efforts like Oakland's "Home Alert" and "Merchants Alert" programs, and generally making efforts to improve police-community relations.

ACCESS IMPROVEMENTS

Several kinds of public actions are possible which would increase an area's accessibility, and hence tend to stimulate private investment.

Trafficway Capacity Improvements. One possible approach would be to increase the capacity and convenience of the trafficways that serve the area. Important streets could be widened, and new streets could be created where the local pattern is awkward or obsolete. Also, freeway ramps might be redesigned to provide better local connections. Traditionally, such expensive improvements have been made by the City or State with money from the Gas Tax Fund, but this money is becoming scarce.

Traffic capacity could often be increased at much less expense by means of improved traffic controls, such as synchronized traffic lights or special channelization at critical intersections. Capacity might also be increased by prohibiting curb parking, at least during rush hours, although this could cause hardships where off-street parking is unavailable.

Provision of Off-Street Parking. In Oakland public off-street parking has usually been provided through

some form of special district, whereby the revenues from curb meters are used to pay off bonds issued to finance a new off-street facility. This approach could be continued in areas near the BART station. Also, of course, BART itself is thinking of adding to the parking capacity at some of its stations.

In some cases, incorporating some private air rights development over the parking might be desirable. The feasibility of this would probably depend, though, on whether surrounding land values were high enough to make this worthwhile for a private developer.

Improved Transit Service. Especially in areas near BART stations, it could be more appropriate to improve public transit rather than encourage the movement and storage of more automobiles.

One way to do this would be to increase the frequency of service on regular bus routes, especially the "feeder" lines which go right by the BART station. A different approach would be a special "shuttle" line which would run back and forth between the station and nearby employment, shopping, or apartment concentrations. It might even be possible to provide free shuttle service, with at least part of the cost being met through an assessment district or contributed directly by those major developments which benefit from the service. (Of course reducing or eliminating transit fares in general would also help, although this would raise serious funding questions.)

Provision of Bikeways and Pedestrianways. Interest has been growing in the provision of special facilities for bicyclists and pedestrians. For example, special bicycle lanes could be marked, as has been done on various streets in Berkeley. Some special pedestrianways might be provided through widening and attractive redesign of existing sidewalks. Other bikeways or trails might cut across blocks, through parks, or along creeks.

Gas tax money could generally be used for such im-

provements as long as they were within a street right-of-way.

FINANCIAL ASSISTANCE PROGRAMS

There are many possible actions which could offer various types of financial assistance. Most of these would have the economic effect of enhancing incomes in some way or other. That is, they would serve to maintain or increase the incomes of residents or other persons -- either directly, or by increasing their earning capacity, or by providing housing or other services at reduced cost.

While some of these actions would need to operate at a city-wide or even national level, others could be focused on specific areas near the BART stations.

Obviously, these actions would be pursued for a variety of reasons, including matters of broad national policy. At the same time, they could help achieve the more limited kinds of goals which this report deals with. In particular, many of them could help prevent low-and moderate-income residents or merchants near the BART stations from being displaced by rehabilitation efforts or rent increases.

Housing Rehabilitation Assistance. Certain Federal programs have offered rehabilitation assistance to property owners in FACE and urban renewal areas. This has been in the forms of grants for low-income homeowners, reduced interest rates for loans, and technical assistance.

Various other approaches to rehabilitation assistance are possible. One which is now being tried in a lower-income section of East Oakland involves the Federal Home Loan Bank Board and Neighborhood Housing Service, and features a loan guarantee fund to encourage lending institutions to finance property owners there. Another concept might be for the City to administer its own rehabilitation loan fund, perhaps using the proceeds from tax-exempt bonds.

Still another approach might involve modifying existing taxation and assessment procedures so as to encourage rehabilitation -- or at least not penalize it. It has been argued, for example, that present assessment procedure discourages improvements in existing structures. Doing much in this direction, though, would require constitutional or statutory changes at the State level.

There has been less discussion of the problems of tenants who may be displaced because of rent increases triggered by rehabilitation. Rent controls would be one drastic approach, but there are other possibilities which are discussed below.

Provision of Publicly Assisted Housing. The term "publicly assisted housing" includes both:

1. "Turnkey public housing" and other publicly provided units which are owned or leased by local governments and made available, at low-rents, to low-income people.
2. "236" and other publicly subsidized units which are privately owned but are built with the assistance of either direct loans or substantial mortgage-interest subsidies, and which generally serve moderate-income persons.

(In certain of these moderate-income projects, Federal "rent supplements," may be used to allow some of the units to be rented to low-income households.)

Depending partly on which specific Federal program is used, publicly assisted housing may be either for families or for the elderly. Housing may be in the form of new units, or in some cases they may involve renovation of existing ones. Project sizes may vary greatly -- and this factor can be quite significant in terms of neighborhood impact. Sometimes even one-unit projects are possible. In fact the "235" moderate-income programs are designed to encourage homeownership, and these offer not just financial assistance but also

give first-time buyers counseling on how to purchase and maintain a home.

The provision of new publicly assisted housing within an area could be relevant in several ways to the kinds of issues this report deals with. It could offer nearby replacement units for people displaced by public redevelopment or rehabilitation actions or by private development. If it is well designed and maintained, it could serve to improve an old neighborhood's appearance. It might also give owners of old houses in the neighborhood some encouragement to maintain their own properties better.

Housing Allowances. Another way of helping renters (or homeowners) could be the concept of "housing allowances" which the Federal Government is now experimenting with in some cities. This might provide direct payments to lower-income households, who could use the money to find housing, either public or private, wherever they chose.

General Income-Enhancement Actions. The incomes of residents can be raised, of course, by such direct approaches as welfare and social security -- not to mention the "negative income tax" and other new concepts which are now being explored nationally.

Somewhat less direct would be those types of actions which seek to increase residents' earning ability. These could include improvements in general education, and economic development activities which can help create jobs. Other actions include job training, job placement activities, and transportation improvements which help neighborhood residents get to outlying job opportunities. Child-care programs can also increase the earning ability of some families, by enabling mothers to work. In areas with many residents who cannot speak English well, language programs can help increase their chances of finding employment.

Finally, various public actions can serve to stretch out residents' incomes with services or facilities at

reduced cost. Examples include neighborhood health and legal services.

Actions to Assist Businesses. Various actions could be taken to assist businesses near BART stations. For example, the City might provide technical assistance to a local merchants' organization for promotional and other "self-help" activities. The Federal Small Business Administration already has a general program providing loans to qualifying firms. The Economic Development Administration can make loans or even grants to strategic projects which would stimulate economic conditions.

Other public, cooperative, or joint public-private programs might be developed to provide "seed money" and other assistance specifically for areas near BART stations.

Medical-Facility Subsidies. Finally, there are various public actions which could subsidize medical facilities. (These are of special interest because such facilities are important users of land near some BART stations.) In particular, Federal grants and loan guarantees are available, through the State Department of Public Health, for construction or expansion of hospital and other nonprofit medical facilities. Applications for these are presently reviewed by the Bay Area Comprehensive Health Planning Council, which considers such factors as appropriateness of location.

Chapter 4

Current Outlook

This chapter forecasts what is likely to happen in the MacArthur area, after BART impact, under the current outlook.

It cannot be said precisely when the period "after BART impact" will begin. The effects discussed here are those which will occur after the economic impact of a totally-operational BART becomes recognized. The period after BART impact will be preceded by an interim period during which the market near the MacArthur station may be tested by some "pioneer" investors.

The "current outlook" assumes that no major public actions, such as large-scale rezoning, will be undertaken to alter the course of events which would otherwise occur.

The following sections will discuss:

1. The general economic outlook in MacArthur, with emphasis on how it will be affected by BART.
2. Existing zoning, which to some extent will constrain the operation of economic forces.
3. The likely pattern of new private-market construction.
4. The physical and socioeconomic effects, in general, which probably will occur in MacArthur.

GENERAL ECONOMIC OUTLOOK

Overall, BART's impact on the MacArthur study area will be much more significant for nonresidential uses than for housing. The picture will vary, though, from section to section.

Demand for commercial space (or housing) on the already strong Pill Hill and Broadway will be somewhat enhanced by the increased accessibility BART will provide. However, in most of the remaining sections of the study area BART by itself will do little or nothing to increase demand.

Housing Outlook. In general, the forces at work are such that there will be little change in the desirability of housing in most of the MacArthur neighborhoods. BART's presence will have little effect on the sales prices and rents obtainable for housing in most of the area.

People living west of the Grove-Shafter Freeway will generally not have destinations which BART serves well. Moreover, the deterioration here, combined with the relative low incomes and rents in this section, will make it unattractive to investors in new housing. A large number of dwelling units are being rented by poorer households who may have come to the area because of its lower-priced units, rather

than its desirability.

The environment east of the freeway is somewhat more appealing, and BART service may be more relevant to many residents here -- as well as to people living east of Broadway outside the study area. Some potential for new apartment construction exists east of the freeway, particularly in the Pill Hill and Broadway area.

Nonresidential Outlook. In general, there will be some change in demand for commercial or medical space only in those sections of the study area where there is some existing commercial or medical concentration which can benefit from the availability of BART. These include Pill Hill itself and the vicinity of the MacArthur/Broadway intersection. Demand will also increase on that portion of Telegraph directly adjacent to the BART station -- largely because of direct exposure to substantial numbers of commuters. There will generally be little change in the present desirability of office and retail space along most of the commercial streets in MacArthur. Commercial rents west of the Grove-Shafter Freeway, on most of Telegraph Avenue, and on portions of Broadway will not be significantly affected by the introduction of BART service.

For example, BART will have no real impact on the Grove Street commercial area. This will be partly because the freeway isolates it so sharply from the station. Also, there is no existing strong commercial cluster here to build on, and no major changes are likely in the adjacent neighborhoods which might increase commercial demand along Grove.

EXISTING ZONING

The existing zoning pattern in MacArthur -- as of December, 1973 -- is shown on Map D. Essentially zoning in the study area reflects existing land use except that much of the area is zoned for higher density than exists.

Except for Pill Hill and Kaiser Hospital there is little differentiation between the various non-residential areas. Grove Street, Telegraph Avenue, the MacArthur/Broadway Shopping Center, and Broadway's auto row are very different kinds of commercial areas, yet they are all blanketed under the same zoning.

Some fairly sizable commercially zoned sections are not in commercial use.

NEW PRIVATE-MARKET CONSTRUCTION

Table 6 shows the major types of new private-market construction which are allowable and will probably be feasible in each section of MacArthur, after BART impact, under the existing zoning. (Single-family detached houses are not shown because these will generally not be feasible in MacArthur.)

Consultants Gruen Gruen + Associates based these forecasts on a rather complex analysis of several factors, including the site costs and obtainable rents in each section of MacArthur and the level of construction costs in Oakland.

The results in the table are only a generalization of the Gruens' more detailed conclusions. In many cases, for example, construction might be feasible only for some types of construction or sizes of dwelling units. The reader should refer to the Gruens' report for these details and exceptions. The table here indicates feasibility where many or most types would be possible. It does, however, distinguish between construction on average-cost sites and lowest-cost sites. The latter might include such things as vacant lots, underutilized sites, or dilapidated properties, and there are cases where construction would be feasible there although not on the average-cost sites in an area.

As the table's second footnote indicates, there might be

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Table 6

FEASIBILITY^a OF MAJOR TYPES OF PRIVATE-MARKET
NEW CONSTRUCTION BY SUBAREA UNDER EXISTING ZONING:
MACARTHUR STUDY AREA AFTER BART IMPACT

<u>Subarea</u>	<u>Major Existing Zone</u>	<u>Wood Frame Apartments^b</u>		<u>High-Rise Apartments^{b,c}</u>		<u>Commercial Facilities</u>	
		<u>On Lowest- Cost Sites</u>	<u>On Average- Cost Sites</u>	<u>On Lowest- Cost Sites</u>	<u>On Average- Cost Sites</u>	<u>On Lowest- Cost Sites</u>	<u>On Average- Cost Sites</u>
Neighborhood A	R-50 R-70		X		X		
Neighborhoods B,C and D	R-70	X	X				
Neighborhood E	R-70						
Neighborhood F	R-40 or R-70						
Broadway	C-40	X	X	X	X	X	X
Pill Hill	S-1	X	X	X	X	X	X
Telegraph Avenue Near Station	C-40 or C-45	X	X			X	X
Other Sections of Telegraph	C-40 or C-45	X	X			X	
MacArthur Boulevard East of Freeway	C-25 or C-30	X	X			X	X
MacArthur Boulevard West of Freeway	C-25 or C-30						
Grove Street	C-10, C-30, or C-40						

- a. "X" indicates a situation where construction would be feasible for at least many, or most, common types of the indicated category. A blank indicates that few or no significant types of construction would be feasible.
- b. Senior citizen housing might become feasible in some additional cases if a conditional use permit were granted under the density bonus provisions mentioned in Table 5.
- c. "High-rise" refers to buildings with types of construction which are generally found only in structures having more than four stories containing housing units.

further exceptions in some cases because of the zoning density bonus provisions shown in Table 5 on page 29 -- especially for senior citizen housing.

Two further caveats are necessary. First, the table and the analysis on which it is based deal only with feasibility for the "typical" investor -- that is, one who invests to obtain a certain rate of return on his investment. For some individual developers, owners, or investors, other factors could be very important in determining "feasibility." One's tax bracket and attitude toward risk may enhance the desirability of certain projects. For example, in a case where the sum of depreciation and loan interest exceeds the net income from the property in a particular year, the resulting tax shelter may be advantageous to certain high bracket taxpayers. Table 6 may not apply to this type of investor.

Secondly, the table deals only with "incremental" development. That is, it assumes that no private project will be undertaken in MacArthur that would be of sufficient scale and impact by itself to significantly change the demand for space in an area. Such an effect might be possible if a developer could assemble a large enough site to create its own special "environment" and therefore command much higher rents, and such a project might then tend to increase demand for other property nearby. However, a private developer is unlikely to build a project for a very different market than the typical one in an area without the types of public action that would seek to change the area significantly. A developer, even a large and well-capitalized one, would be better off in responding to the presently foreseeable demand for space in the neighborhood, rather than seeking to totally change this demand. This is especially so because it is difficult, time-consuming, and expensive for a private developer by himself to assemble small lots to create a big enough site to have this kind of impact.

In general, the current outlook for private-market construction in the MacArthur study area is as follows:

1. At least some apartment construction is likely in most of the sections east of the Grove-Shafter Freeway. These units may include high-rise apartments, but these are likely only in the Broadway and Pill Hill areas.
2. Probably no significant amount of new private-market housing will be built west of the Grove-Shafter Freeway.
3. Some new office construction is feasible in many places east of the freeway -- especially on Pill Hill, along Broadway and MacArthur Boulevard and along that portion of Telegraph next to the station.
4. Retail construction, at least of relatively moderate scale, will be feasible in the same areas as offices.
5. It is unlikely that there will be any significant new office or retail commercial construction west of the Grove-Shafter Freeway.

It is very difficult to forecast the amount of new construction which is likely to occur in the MacArthur area. However, it is possible that some 250 to 300 units of private-market multi-family housing will be built in the study area during the first decade after BART impact. Essentially all of this construction will occur east of the Grove-Shafter Freeway.

A sizable amount of new office construction -- possibly between 250,000 and 400,000 square feet -- could be added during the same period. Some new retail construction will probably occur, but it will be considerably less than the total office construction. Again, these additions are likely to occur in those sections east of the freeway.

In the presently R-50 zoned section of Neighborhood "A," some wood frame apartment construction would become feasible if the zoning were changed to R-60. On the

other hand, Neighborhood "F" would generally have to be upzoned to R-80 or R-90 to permit the kinds of densities which might make such construction feasible. In Neighborhood "E," even R-90 zoning would probably be insufficient to induce new construction.

EFFECTS IN GENERAL

Table 7 outlines the direction and general scale of the major effects likely to occur in MacArthur during the first decade after BART impact. (It should be noted that the income, housing-price, assessment, and public-expenditure changes shown in the table do not attempt to reflect general increases which may occur because of inflation.) Whereas quite small subareas were used earlier to describe the feasibility of new construction, these have been combined here into four broader subareas:

1. "Sections West of the Grove-Shafter Freeway."
2. "Residential Areas East of the Grove-Shafter Freeway."
3. "Telegraph Avenue."
4. "Pill Hill and Broadway area."

The effects referred to here will impose both benefits and costs upon the people in MacArthur itself, Oakland, and to some extent the Bay Region. This section outlines the likely effects in MacArthur, so that they can be evaluated by those who will be affected by them. City-wide and regional effects are also of interest, obviously, but these are extremely difficult to forecast and are beyond the scope of this study.

How to evaluate the costs and benefits of these effects depends greatly on who is doing the evaluating. For example, an increase in housing units may mean something very different to a person who is looking for a place to live in MacArthur than it would for an existing resident who is concerned about density increases.

The owner of a property where new housing could be built might view it in a still different way. As another example, a decrease in housing value could be a benefit to families looking for low-cost housing, but it might represent a loss to the affected property owners.

In general, BART will have some positive economic effects in those sections of the study area east of the Grove-Shafter Freeway, but deterioration west of the freeway will continue unchecked.

Housing and Related Effects. As we have seen, there will be some private-market housing construction east of the freeway. Some units will be removed to make way for new construction.

The addition of some higher-density, higher-rent apartment units east of the freeway, particularly on Pill Hill and in the Broadway area, may tend to upgrade portions of these neighborhoods by replacing some of the older units there. This will result in some increases in rents and home prices, but in most sections these will not be large enough to induce any significant change in the average income of residents.

In general, there will be pressures for undermaintenance and deterioration of the older residential structures east of the freeway, but new construction and the resulting change in expectations will encourage investment in existing units, particularly by owner occupants, and much of this area will be preserved in reasonably good condition. However, in some cases, where allowable zoning densities are considerably higher than those of existing uses, owners of old housing may tend to undermaintain their property in anticipation of selling it for higher-density rebuilding in the future.

West of the freeway deterioration will continue, partly because there will be no significant new construction to raise expectations and promote increased maintenance.

Table 7
 LIKELY MAJOR EFFECTS UNDER CURRENT OUTLOOK:
 MACARTHUR STUDY AREA DURING FIRST DECADE AFTER BART IMPACT

Factor	Sections West of Grove-Shafter Freeway	Residential Areas East of Grove-Shafter Freeway	Telegraph Avenue	Pill Hill and Broadway Area
Total Housing Units	No significant change.	Minor to moderate increases in various sections.	Minor increase.	Moderate increase.
Physical Quality of Housing	Moderate deterioration.	Some places: Minor deterioration. Else- where: No significant change.	Some places: Minor deterioration. Elsewhere: No significant change.	Minor improvement.
Median Housing Rent and Value	Slight decrease.	Slight increase.	No significant change.	Moderate increase.
Median Income of Residents	Minor decrease.	No significant change.	No significant change.	Moderate increase.
Total Commercial Floor Space	No significant change.	N.A.	Minor increase.	Moderate to major increases.
Markets Served by Commercial Facilities	No significant change.	N.A.	No significant change.	No significant change.
Visual Scale of Buildings in area	No significant change.	No significant change.	No significant change.	No significant change.
Overall Quality of Environment	Some decline.	No significant change.	No significant change.	Slight improvement.
Total Assessed Valuation	Moderate decrease.	Minor increase.	Minor increase.	Moderate increase.
Required Level of Public Expenditures	No significant change.	No significant change.	No significant change.	No significant change.
Traffic on Major Streets in MacArthur Area	Minor to moderate increases, following ini- tial jump when BART goes to San Francisco.			
Patronage at MacArthur BART Station	Minor increase, following initial jump when BART goes to San Francisco.			

Commercial and Related Effects. Overall, the study area may experience a net increase of something like 125,000 to 200,000 square feet of office space, but only minor additions of retail space, in the first decade after BART impact.

New medical office space will probably be built on Pill Hill -- as well as a small amount of retail space, consisting perhaps of such uses as pharmacies or coffee shops. Some significant office space additions (either commercial or medical) can also be expected in the MacArthur/Broadway vicinity. Little increase in commercial space is probable along Telegraph Avenue, except for some additions of retail or office space in the immediate vicinity of the station.

There will probably be no major change in the kinds of markets served by commercial establishments.

Other Effects. The new construction east of the freeway will not cause any great changes in the visual scale of that area. Construction in the Pill Hill and Broadway areas will lead to a slight improvement in overall environmental quality there, but quality west of the freeway will decline.

There will probably be some increase in total assessed valuation east of the Grove-Shafter Freeway, but a decrease west of it. It is assumed that there will be no significant change in the current level of public expenditures in MacArthur.

When BART service to San Francisco begins, there will be a sudden dramatic increase in patronage at the MacArthur station and in BART-generated traffic in the study area, particularly at the intersections surrounding the station. Following this initial spurt, there will be a more gradual increase generated partly by new development likely to occur in the area. Table 7 mentions both these increases.

It is very difficult to foresee traffic changes on the study area's major streets, since these depend largely

on factors outside the area. However, new construction will tend to increase traffic volumes in the MacArthur/Broadway vicinity and on Pill Hill -- where there are already existing or potential traffic problems. Increases in BART patronage from outside the study area could bring still more traffic through these sections.

Chapter 5

Alternatives for MacArthur

The outlook just described could be altered by public actions. Any such actions, however, should result from decisions as to which way -- or even whether -- the MacArthur area should change.

To facilitate such decision-making, five alternative strategies for MacArthur are set forth.

These alternatives are "cartoons," simplified to focus discussion on issues rather than details. Admittedly, different alternatives might be posed, although the ones presented here span a wide range. Additional alternatives would probably fit in between, or actually be a blend of, the ones presented here.

The section on each alternative presents the goal which generates it, together with arguments for pursuing this goal. It then describes the general implementation approach which would follow from this goal. This approach is then translated into the principal public actions called for in each major subarea of MacArthur. These actions would vary according to the existing conditions and the economic

forces within each subarea. Some specific examples are then given for certain of these actions -- largely those dealing with particular locations. Finally, the major effects of implementing the alternative are discussed.

These future effects are the same types as those discussed in Chapter 4. Just as there, it is impossible to predict exact scale. It is particularly difficult to estimate the increases in level of public expenditures, as compared with the existing level, for each alternative. To do this would require a precise plan and a list of projects beyond the scope of this study. Therefore words like "minor" or "major" are used to describe the added cost (in proportion to the size of the area it refers to).

Nonetheless, it is possible to anticipate the direction and general magnitude of the major changes likely under each alternative. That, in fact, has been the objective of this report: to sketch out in broad terms what would happen under a series of alternatives, so as to permit their evaluation and thereby facilitate decision-making.

ALTERNATIVE I: PRESERVATION AS IS
THROUGHOUT THE MACARTHUR AREA

GOAL

The goal on which this alternative would be based is as follows:

KEEP LAND USES, DENSITIES, ECONOMIC CONDITIONS, AND THE OVERALL PHYSICAL QUALITY OF STRUCTURES AND THE ENVIRONMENT AS THEY ARE NOW, THROUGHOUT THE MACARTHUR AREA.

This goal would seek to maximize preservation of the MacArthur area just as it is now, in terms of several closely related factors. Land uses, their densities, and the physical quality of structures and the environment all affect such economic conditions as real estate prices -- and vice versa. All of these, in turn, have very real and direct effects on the people in an area. For example, increases in densities -- which are likely in various parts of MacArthur under the current outlook -- might drive up land costs and rents, thereby displacing existing lower-income residents and merchants.

The wish to avoid such possible displacement would be one major reason for pursuing this goal. The MacArthur area would be viewed as a reservoir of moderate-cost (and often quite spacious) older housing units -- and this alternative would seek both to keep this housing from decaying physically and to discourage major rent increases. For commercial activities, the concern would be to avoid pricing out the people and establishments that presently shop or do business in the MacArthur area.

The goal would also reflect a desire to preserve the area's low-rise buildings, including many interesting

older homes. Another concern would be simply to avoid population growth in an area much of which is quite deficient in recreation space.

GENERAL IMPLEMENTATION APPROACH

Although this alternative calls for a "status quo" MacArthur area, this cannot be accomplished by a "do nothing" public policy. To the contrary, a wide array of new public actions would be called for.

These actions would include downzonings, to prevent density increases as well as to discourage tendencies toward undermaintenance by property owners speculating on future high-density rebuilding. However, downzonings alone would be far from sufficient. They would not deal with problems of structural decay caused by undermaintenance. In some cases they might even be harmful, if unaccompanied by other public actions, since they might make it infeasible to replace some dilapidated old structures with new buildings.

Programs to deal with structural deterioration would be needed, as well as various environmental improvements to offset such blighting influences as the noise from the freeways. However, there would need to be a delicate balance between these and other actions, so as not to basically alter any of the related conditions which this alternative would seek to preserve. Thus rehabilitation efforts and individual environmental improvements would be undertaken to help preserve the present overall quality level. Radical improvement that would lead to substantial rent increases -- thereby pricing out many of the existing kinds of residents and establishments -- would be avoided.

However, even preserving the present overall quality level would require substantial investments in many deteriorating structures. Many lower-income persons would find it difficult to pay more for maintenance or rehabilitation -- either directly (for owners) or

indirectly through rent increases. Therefore some form of financial assistance to ease this burden would be an integral part of this alternative, for those sections of MacArthur where there are many lower-income residents and establishments.

PRINCIPAL PUBLIC ACTIONS BY SUBAREA

Looked at by subarea, this strategy would call for the following major actions.

Sections West of Grove-Shafter Freeway:

- . Rezone to a low-density residential zone all significant sections which are not actually in commercial use, to discourage undermaintenance due to speculation and to prevent housing density increases and commercial expansion.
- . For sections mainly in commercial use, rezone and/or make zoning text changes to reduce the allowable density of new construction, ensure that land uses are consistent with the area's present overall character, and discourage undermaintenance due to speculation.
- . Encourage and require conservation and rehabilitation efforts, with special attention to abandoned or poorly maintained nonresidential properties, to the extent necessary to prevent further deterioration in the overall physical quality of structures.
- . Make environmental improvements, to the extent necessary to keep the area attractive to the kinds of income groups that live, shop, or do business there now.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to discourage the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Telegraph Avenue:

- . Rezone to a low-density residential zone all significant sections which are not actually in commercial or medical use, to prevent commercial expansion and housing density increases and to discourage undermaintenance due to speculation.
- . For sections mainly in commercial or medical use, rezone and/or make zoning text changes to reduce the allowable density of new construction, ensure that land uses there are consistent with the area's present overall character, and discourage undermaintenance due to speculation.
- . Encourage and require conservation and rehabilitation efforts, to the extent necessary to prevent further deterioration in the overall physical quality of structures.
- . Make environmental improvements, to the extent necessary to keep the area attractive to the kinds of income groups that shop, do business, or live there now.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to discourage the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Residential Areas East of Grove-Shafter Freeway:

- . Downzone to a low-density zone to prevent density increases and to discourage undermaintenance due to speculation.
- . Encourage and require conservation and rehabilitation efforts, to the extent necessary to prevent further deterioration in the overall physical quality of structures.
- . Make environmental improvements, to the extent

necessary to keep these areas attractive to the kinds of income groups that live there now.

- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to discourage the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Pill Hill and Broadway Area:

- . Rezone and/or make zoning text changes to reduce the allowable density of new construction, ensure that land uses there are consistent with the area's present overall character, and discourage under-maintenance due to speculation.
- . Make environmental improvements, to the extent necessary to keep these areas attractive to the kinds of income groups that patronize, or live or work in, the area now.

SPECIFIC EXAMPLES OF SOME OF THE ABOVE ACTIONS

Zoning. Map E is a schematic example of the rezonings outlined above.

Environmental Improvements. Widespread planting of street trees could be helpful in combatting area deterioration -- especially in the sections west of the Grove-Shafter Freeway. In particular, there might be a concerted planting program along Grove Street. This would complement the utility undergrounding now being done along Grove and soften the street's present bleak, shabby look. Trees could be very appropriate, also, around the barren playground of Longfellow School.

Other appropriate environmental improvements under this alternative include some form of improved buffering along the elevated freeways, as well as minor additions of recreation space. Among the possibilities

for the latter would be partial street closings next to Longfellow School, and recreational use of the northwest corner of the MacArthur/Grove-Shafter Freeway interchange. Also, new facilities might be added within existing Mosswood Park.

Financial Assistance Programs. Besides rehabilitation grants or loans per se, various other forms of financial assistance programs could help both to back up the rehabilitation efforts and to minimize the displacement of lower-income residents or merchants from the area. One example would be the leasing or acquisition of older dwellings for low-or moderate-income publicly assisted housing. Another example would be programs that would help tenants to become homeowners. Beyond these could be new employment and other general income enhancement programs which would increase residents' abilities to make rehabilitation investments or to absorb rent increases.

EFFECTS

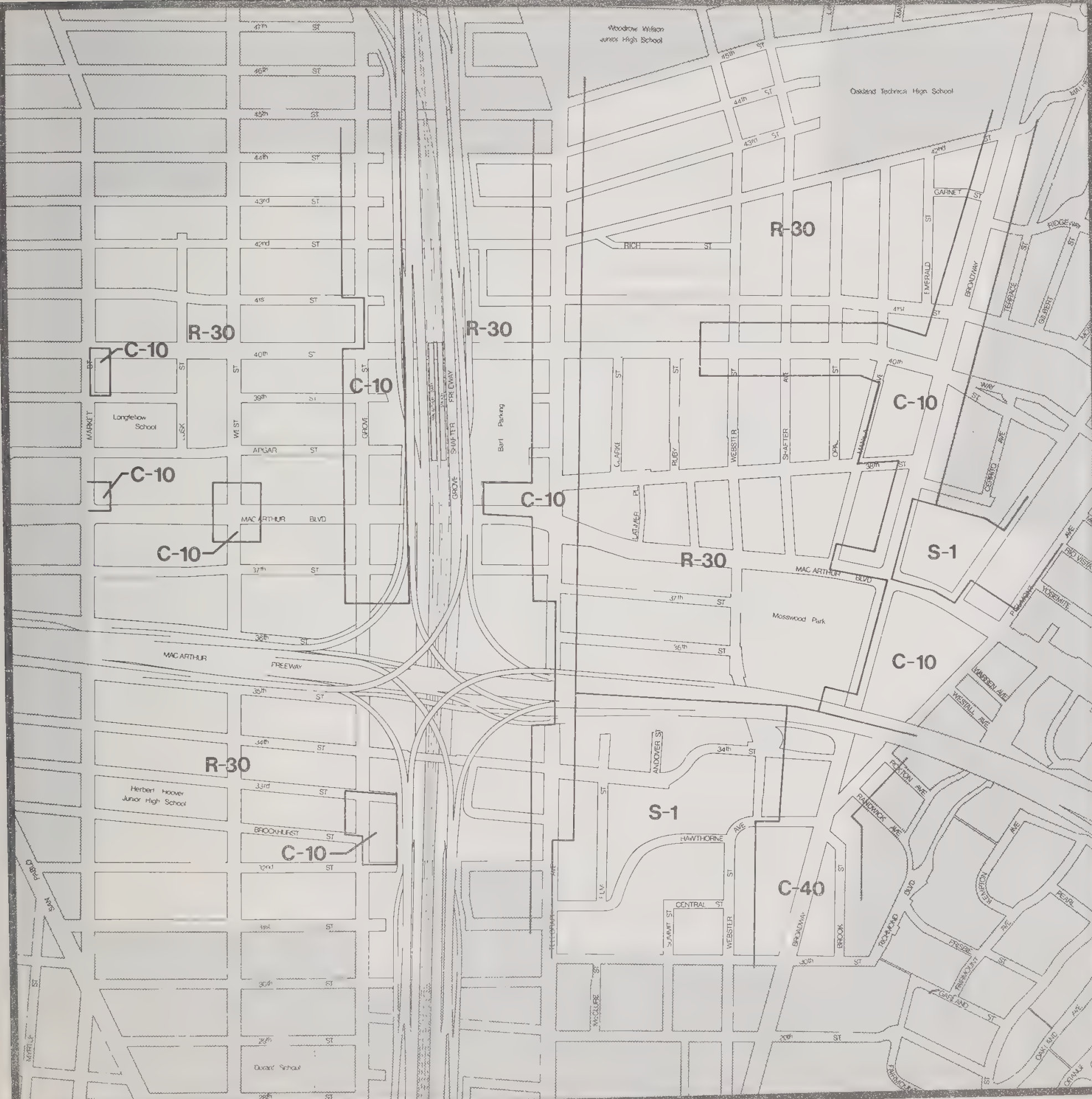
Table 8 outlines the major physical, economic, and social effects likely if this alternative were implemented. In general, as might be expected, there would be very little change in the MacArthur area.

Housing and Related Effects. There would probably be very little housing construction, and no significant net change in total housing units. However, in many sections there would be some minor improvement in the overall quality of housing. This in turn would lead to some increase in average rents and home values, despite this alternative's wish to avoid such a rise. However, the scale of these increases would probably not be great enough to cause any significant displacement of the kinds of income groups that now live in the MacArthur area.

Commercial and Related Effects. Even though this alternative would reduce allowable densities, there

Map E

Illustrative Basic Zoning Under Alternative I



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Table 8
 LIKELY MAJOR EFFECTS OF IMPLEMENTING ALTERNATIVE I:
 MACARTHUR STUDY AREA DURING FIRST DECADE AFTER BART IMPACT

Factor	Sections West of Grove-Shafter Freeway	Residential Areas East of Grove-Shafter Freeway	Telegraph Avenue	Pill Hill and Broadway Area
Total Housing Units	No significant change.	No significant change.	No significant change.	No significant change.
Physical Quality of Housing	No significant change.	Minor improvement.	Minor improvement.	Minor improvement.
Median Housing Rent and Value	Slight increase.	Slight increase.	Slight increase.	Slight increase.
Median Income of Residents	No significant change.	No significant change.	No significant change.	No significant change.
Total Commercial Floor Space	No significant change.	N.A.	Minor increase.	Minor increase.
Markets Served By Commercial Facilities	No significant change.	N.A.	No significant change.	No significant change.
Visual Scale of Buildings in Area	No significant change.	No significant change.	No significant change.	No significant change.
Overall Quality of Environment	Minor improvement.	Minor improvement.	Minor improvement.	Minor improvement.
Total Assessed Valuation	Slight increase.	Slight increase.	Slight increase.	Slight increase.
Required Level of Public Expenditures	Moderate to major increases.	Moderate increase.	Minor increase.	Very minor increase.
Traffic on Major Streets in MacArthur Area	Minor increase, following initial jump when BART goes to San Francisco.			
Patronage at MacArthur BART Station	Minor increase, following initial jump when BART goes to San Francisco.			

would still be a limited amount of small-scale commercial or medical construction on vacant or other low-cost sites on Pill Hill, in the Broadway area, and on Telegraph near the station. In general, the markets served by retailers and offices in the MacArthur area would remain about the same as now.

Other Effects. Although the basic physical character and scale of the MacArthur area would not change, the programs to halt deterioration would lead inevitably to some minor improvement in the overall quality of the environment.

Overall, assessments would tend to increase slightly. Required increases in public expenditures -- basically rehabilitation or other financial assistance plus some environmental improvements -- would vary between sub-areas depending on their physical condition and the ability of existing residents or owners to pay for rehabilitation. Thus the sections west of the Grove-Shafter Freeway would require the heaviest public expenditures.

Looking beyond the initial traffic changes which will occur when BART service to San Francisco begins, some gradual increase in traffic volume would be likely on at least some of MacArthur's major streets. This increase would be due in part to increasing use of the MacArthur BART station by commuters.

ALTERNATIVE II: NEW DEVELOPMENT IN THOSE
SECTIONS BEST RELATED TO BART

GOALS

This alternative would be based on the following goals:

MAXIMIZE NEW PRIVATE INVESTMENT, AND UPGRADE THE OVERALL PHYSICAL QUALITY OF STRUCTURES AND THE ENVIRONMENT, IN THOSE SECTIONS BEST RELATED TO BART. IN THE REMAINING SECTIONS, KEEP LAND USES, DENSITIES, ECONOMIC CONDITIONS, AND THE OVERALL PHYSICAL QUALITY OF STRUCTURES AND THE ENVIRONMENT AS THEY ARE NOW.

Like Alternative I, this strategy would acknowledge the value of the MacArthur area's lower-cost housing and other existing qualities. Accordingly it would seek to preserve many sections just as they are now. At the same time, however, it would recognize that Pill Hill and the Broadway area already have the kind of strong economic base which could benefit greatly from BART service. It would also recognize that BART will significantly increase development feasibility at locations near the station itself -- more particularly, at those locations east of the Grove-Shafter Freeway. It would assume, furthermore, that even high-density construction could be accommodated in these sections without significantly changing present conditions in the rest of the MacArthur area.

GENERAL IMPLEMENTATION APPROACH

Continued growth would be encouraged on Pill Hill and in the MacArthur/Broadway vicinity. There would be vigorous efforts, including moderate-scale redevelopment if appropriate, to promote investment near the station itself. A shuttle bus, or other significantly improved transit service, would be established to tie these three centers together and encourage workers,

visitors, and shoppers to use BART. Along this transit route between the centers, construction of new housing would be encouraged.

In the remaining sections of the study area there would be downzoning, conservation, and other actions -- like those under Alternative I -- designed to keep these areas basically as they are now.

PRINCIPAL PUBLIC ACTIONS BY SUBAREA

The following major actions would be called for in each subarea.

Sections West of Grove-Shafter Freeway:

- . Rezone to a low-density residential zone all significant sections which are not actually in commercial use, to discourage undermaintenance due to speculation and prevent housing density increases and commercial expansion.
- . For sections mainly in commercial use, rezone and/or make zoning text changes to reduce the allowable density of new construction, ensure that land uses are consistent with the area's present overall character, and discourage undermaintenance due to speculation.
- . Encourage and require conservation and rehabilitation efforts, with special attention to abandoned or poorly maintained nonresidential properties, to the extent necessary to prevent further deterioration in the overall physical quality of structures.
- . Make environmental improvements, to the extent needed to keep the area attractive to the kinds of income groups that live, shop, or do business there now.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to discourage the displacement

of existing kinds of lower-income tenants from the area because of rent increases.

Telegraph Avenue:

- . Rezone and/or make zoning text changes to ensure that new construction will be attractive and harmonious with its surroundings.
- . Encourage or assist, through moderate-size redevelopment if appropriate, the attractive rebuilding of property at or near the station on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Encourage and require conservation and rehabilitation efforts, so as to upgrade the overall physical quality of structures.
- . Make environmental improvements, especially at or near the station, so as to upgrade the area and encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect the station to the MacArthur/Broadway vicinity and Pill Hill.
- . Provide some form of financial assistance where needed to enable owners to rehabilitate their properties.

Residential Areas East of Grove-Shafter Freeway:

- . For the blocks near the station and along the shuttle or other connecting transit line, make zoning text changes and/or rezone to ensure that new construction will be attractive and harmonious with its surroundings.
- . Downzone the remaining sections to a low-density zone to prevent density increases and to discourage undermaintenance due to speculation.

- . Encourage and require conservation and rehabilitation efforts:
 - . so as to upgrade the overall physical quality of housing near the station and along the transit line,
 - . so as to preserve the existing quality level in the remaining sections,
- . Make environmental improvements:
 - . so as to significantly upgrade the environment near the station and along the transit line,
 - . so as to keep the remaining sections attractive to the kinds of income groups that live there now.
- . Provide shuttle bus line or other greatly improved transit service to better connect the station to the MacArthur/Broadway vicinity and Pill Hill.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their houses, or to discourage the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Pill Hill and Broadway Area:

- . Rezone and/or make zoning text changes where necessary to ensure that new construction will be attractive and harmonious with its surroundings.
- . Make environmental improvements, so as to generally upgrade these areas and encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect Pill Hill and the MacArthur/Broadway vicinity to the station.

SPECIFIC EXAMPLES OF SOME OF THE ABOVE ACTIONS

Zoning. Map F is a schematic example of what the zoning pattern might look like under this alternative. It assumes that a shuttle bus line between the station, the MacArthur/Broadway vicinity, and Pill Hill (see discussion below) would use 40th Street rather than MacArthur Boulevard. It therefore shows a high-density zoning corridor along 40th. If the route followed MacArthur instead, the high-density zoning corridor could be transferred to that street. In any case, the basic zoning might be supplemented by the S-4 Design Review Combining Zone at visually important locations, and by the S-5 Travel Accommodation Combining Zone to allow motel or hotel construction near the station.

Actions to Assist Rebuilding. Although other locations near the station might be possible, the most promising site for comprehensive rebuilding appears to be the "superblock" bounded by Telegraph, 40th, MacArthur, and the Grove-Shafter Freeway. This of course includes the existing station parking lot, which has been designed to allow a second level. A joint development of this superblock could provide additional parking as well as commercial space or housing. It is possible that redevelopment here might not need a major writedown. It is also conceivable that it would generate significant tax increments, which could be earmarked for related capital improvements.

Environmental Improvements. Street tree planting could be very valuable, especially near the station, along the shuttle bus route, and in the Pill Hill and Broadway areas. Some buffering along the freeways could be appropriate, too. Possibilities for recreational or park improvements would include those already mentioned under Alternative I, as well as the possibility of incorporating plazas or park space in rebuilding projects near the station. Closing, or narrowing, some residential streets at places might also be helpful to discourage heavy traffic, generated along those streets where growth would be encouraged,

from invading the quieter blocks where growth would be discouraged.

Shuttle Bus Line. The improved transit service between the station, the MacArthur/Broadway vicinity, and Pill Hill could take the form of a special shuttle line with frequent service -- and either nominal fares or none at all. At least two alternative routes are possible:

1. From the station along 40th Street to Broadway, then down Broadway to Hawthorne or 30th and up onto Pill Hill.
2. From the station along MacArthur Boulevard to Broadway, then down Broadway to Hawthorne or 30th and up onto Pill Hill.

The 40th Street route would supplement present service by following the existing routes of the "57" and other buses. The MacArthur route would be somewhat shorter, and might help to stimulate development along this presently underused boulevard.

Financial Assistance Programs. See discussion under Alternative I.

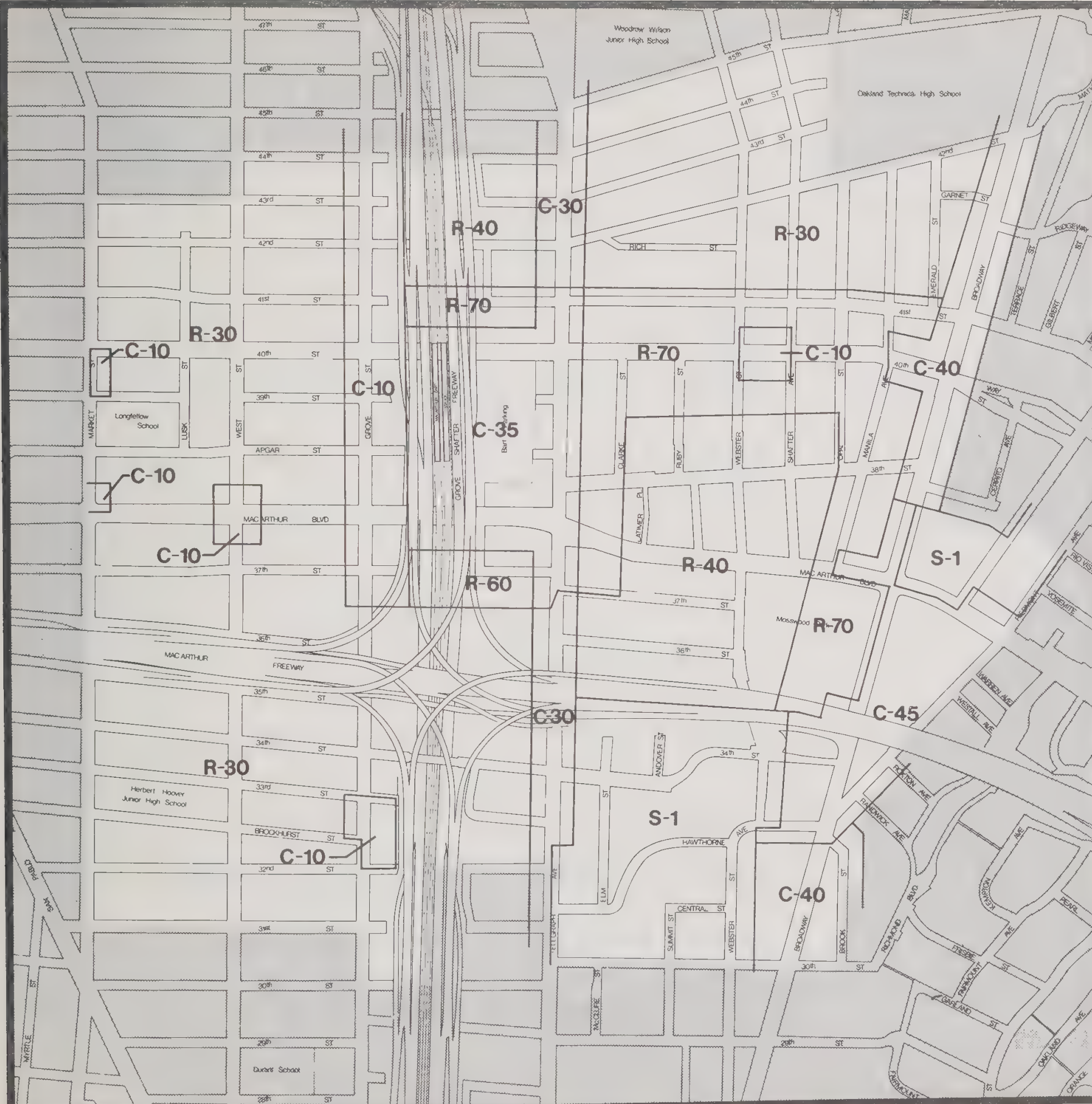
EFFECTS

Table 9 shows the major kinds of effects which would probably result if this alternative were implemented. In general there would be significant changes in the Pill Hill and Broadway area and near the station and special transit line, but only relatively minor changes in the remaining sections of the study area.

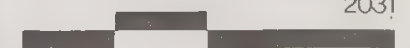
Housing and Related Effects. Overall, there might be a net increase of something like 400 to 600 units during the first ten years after BART impact. This would reflect a substantial amount of new medium- and high-density housing construction in those sections where this alternative would encourage

Map F

Illustrative Basic Zoning Under Alternative II



2031



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Table 9
 LIKELY MAJOR EFFECTS OF IMPLEMENTING ALTERNATIVE II:
 MACARTHUR STUDY AREA DURING FIRST DECADE AFTER BART IMPACT

Factor	Sections West of Grove-Shafter Freeway	Residential Areas East of Grove-Shafter Freeway	Telegraph Avenue	Pill Hill and Broadway Area
Total Housing Units	No significant change.	Near shuttle line: Major increase. Else- where: No significant change.	Major increase.	Moderate increase.
Physical Quality of Housing	Minor improvement.	Minor to moderate improvement.	Moderate improvement.	Minor improvement
Median Housing Rent and Value	Slight increase.	Slight to moderate increases.	Moderate increase.	Moderate increase.
Median Income of Residents	No significant change.	Slight to moderate increases.	Moderate increase.	Slight increase.
Total Commercial Floor Space	No significant change.	N.A.	Moderate increase.	Major increase.
Markets Served By Commercial Facilities	No significant change.	N.A.	Increased regional orientation.	No significant change.
Visual Scale of Buildings in Area	No significant change.	Near shuttle line: Some increase. Elsewhere: No significant change.	Some increase.	No significant change.
Overall Quality of Environment	Minor improvement.	Minor to moderate improvements.	Major improvement.	Minor improvement.
Total Assessed Valuation	Slight increase.	Minor to moderate increases.	Moderate increase.	Moderate increase.
Required Level of Public Expenditures	Moderate to major increases.	Moderate increase.	Moderate to major increases.	Minor increase.
Traffic on Major Streets in MacArthur Area	Minor to moderate increases, following initial jump when BART goes to San Francisco.			
Patronage at MacArthur BART Station.	Moderate increase, following initial jump when BART goes to San Francisco.			

growth. Within these sections there would also be significant improvements over the existing general quality of housing. Rents here would also increase, and new residents would tend to have higher incomes. In the remaining sections there would be some minor increases in overall housing quality and rents, especially on those blocks east of the freeway which would be close to the new construction. However, in most cases these changes would not be great enough to cause any substantial displacement of the kinds of income groups that now live there.

Commercial and Related Effects. For the study area as a whole, there could be a net increase of between 200,000 to 300,000 square feet of commercial or medical office space during the first decade after BART impact. For retail space, there might be a net increase on the order of 45,000 to 70,000 square feet. Most of the new office space would probably be in the already established Pill Hill and Broadway areas, where there would be new region-serving facilities of the types already there. Some significant new construction could also be expected near the station. Some stores here could serve rather different markets than the existing establishments. In particular, there might be convenience-type stores catering to BART commuters as well as to a more local market.

Other Effects. Overall environmental quality would be significantly improved, and building scale increased, near the station and along the shuttle bus line. The new construction and other changes under this alternative would cause sizable assessment increases in some places. The required overall increase in public expenditures, however, would be higher than under Alternative I. Minor to moderate traffic increases could be expected on various major streets. However, the shuttle bus service envisioned under this alternative would help to minimize the traffic impact of new construction -- as well as to increase patronage at the MacArthur BART station.

ALTERNATIVE III: DEVELOPMENT WHEREVER FEASIBLE
WITHOUT SUBSTANTIAL DISPLACEMENT

GOAL

The basic goal of this alternative would be as follows:

ACHIEVE NEW PRIVATE INVESTMENT, AND UPGRADE THE OVERALL QUALITY OF STRUCTURES AND THE ENVIRONMENT, THROUGHOUT THE MACARTHUR AREA BUT ONLY TO THE EXTENT THAT IT DOES NOT SERIOUSLY DISPLACE THE KINDS OF PEOPLE WHO NOW LIVE OR DO BUSINESS IN, OR PATRONIZE, THE AREA.

This goal would seek a balance between the wish to see new investment (either in construction or rehabilitation) in the MacArthur area and the wish to avoid density and rent increases which could drive out the area's present types of income groups and business establishments.

(It must be emphasized that the concern is about displacing existing kinds of residents or establishments, not individual ones. Any new construction may cause some individuals to move. Even aside from this, individuals come and go over time. The real concern is to ensure that households and establishments of the existing income ranges will still be able to find accommodations, at an acceptable price, somewhere in the same area.)

Unlike the goals of Alternative II, this goal does not explicitly distinguish between different geographical sections. However, its implications would be quite different for sections with different economic conditions. Thus Pill Hill and Broadway are already strong, regionally-oriented areas, and they could absorb some density and rent increases without

really displacing the kinds of people who now use these areas. In most of the remaining sections east of the Grove-Shafter Freeway some forms of new construction are now feasible although the amount of this is unlikely to be enormous unless major public efforts are made to increase it; many residents' incomes here are moderate and many of the existing structures in these sections are showing signs of deterioration. There is generally more deterioration in the sections west of the freeway, and more need for environmental upgrading, yet many families here have insufficient incomes to absorb major rent increases. The existing economic conditions west of the freeway are such that private-market new construction is unlikely, but this would not necessarily rule out construction of publicly assisted housing if the zoning were to allow it.

GENERAL IMPLEMENTATION APPROACH

In those sections east of the freeway where new construction would be most feasible, much of the existing high-density zoning would be retained. Some of the less accessible sections here would, though, be downzoned so as to discourage possible under-maintenance due to speculation about rebuilding -- especially since the demand for rebuilding there would probably not be too great.

Partly for the same reason, most sections west of the freeway would be downzoned (where they have not already been) to low-density status. Even here, though, some streets would be kept in higher-density zones, to allow for attractively designed new publicly assisted housing and for whatever incremental private-market construction might eventually become feasible here as conditions gradually improve.

These zoning changes would, of course, have to be backed up by a variety of public actions to upgrade existing structures and the general environment. These would be carefully scaled so as to encourage

new private investment yet not cause the kinds of rent increases that could bring serious displacement.

PRINCIPAL PUBLIC ACTIONS BY SUBAREA

Looked at by subarea, these major actions would be called for.

Sections West of Grove-Shafter Freeway:

- . Downzone all sections, except for streets having many commercial establishments, to a low-density residential zone, so as to discourage undermaintenance due to speculation.
- . In general, make zoning text changes and/or rezone to ensure that any new construction is attractive and harmonious with its surroundings.
- . Encourage and require conservation and rehabilitation efforts, with special attention to abandoned or poorly maintained nonresidential properties, so as to upgrade the overall physical quality of structures -- but not to the point where they would seriously displace the kinds of people who now live or do business in or patronize the area.
- . Make environmental improvements at various locations, especially near the station, so as to moderately upgrade the area and encourage some new investment.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to discourage the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Telegraph Avenue:

- . Rezone and/or make zoning text changes to ensure

that new construction will be attractive and harmonious with its surroundings.

- . Encourage and require conservation and rehabilitation efforts, so as to upgrade the overall physical quality of structures -- but not to the point where they would seriously displace the kinds of people who now live or do business in or patronize the area.
- . Make environmental improvements, especially near the station, so as to generally upgrade the area.
- . Provide a shuttle bus line or other greatly improved transit service to better connect the station to the MacArthur/Broadway vicinity and Pill Hill.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to minimize the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Residential Areas East of Grove-Shafter Freeway:

- . Downzone the less accessible sections to a low-density residential zone to discourage undermaintenance due to speculation. In the long run, if and when housing demand and local public facilities are sufficient, upzone the most appropriate of these to allow new medium- or high-density housing construction.
- . In general, make zoning text changes and/or rezone to ensure that new construction will be attractive and harmonious with its surroundings.
- . Encourage and require conservation and rehabilitation efforts so as to upgrade the overall physical quality of structures -- but not to the point where they would seriously displace the kinds of income groups that live in the area now.

- . Make environmental improvements, so as to moderately upgrade the area and encourage new investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect the station to the MacArthur/Broadway vicinity and Pill Hill.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties, or to minimize the displacement of existing kinds of lower-income tenants from the area because of rent increases.

Pill Hill and Broadway Area:

- . Rezone and/or make zoning text changes where necessary to ensure that new construction is attractive and harmonious with its surroundings.
- . Make environmental improvements, so as to generally upgrade these areas and encourage new investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect Pill Hill and the MacArthur/Broadway vicinity with the station.

SPECIFIC EXAMPLES OF SOME OF THE ABOVE ACTIONS

Zoning. Map G suggests schematically what the basic zoning pattern might look like under this alternative. It also illustrates how some rezonings might be done only in the long run -- if and when market demand and public facilities became sufficient -- so as to discourage undermaintenance in existing structures due to premature speculation of reuse.

Again, the S-4 Design Review Combining Zone might be mapped in some visually significant locations.

Shuttle Bus Line. As discussed under Alternative II, the improved transit service between the station, MacArthur/Broadway, and Pill Hill could be a special shuttle line running, in part, along either 40th Street or MacArthur Boulevard.

Financial Assistance Programs. In addition to those program examples already given under Alternative I, construction of new publicly assisted housing might help to minimize the displacement of lower-income residents from the area because of rent increases. This might be especially appropriate along Grove Street near the station, where the feasibility of new private-market housing is questionable but where some form of attractive new construction could be very desirable.

EFFECTS

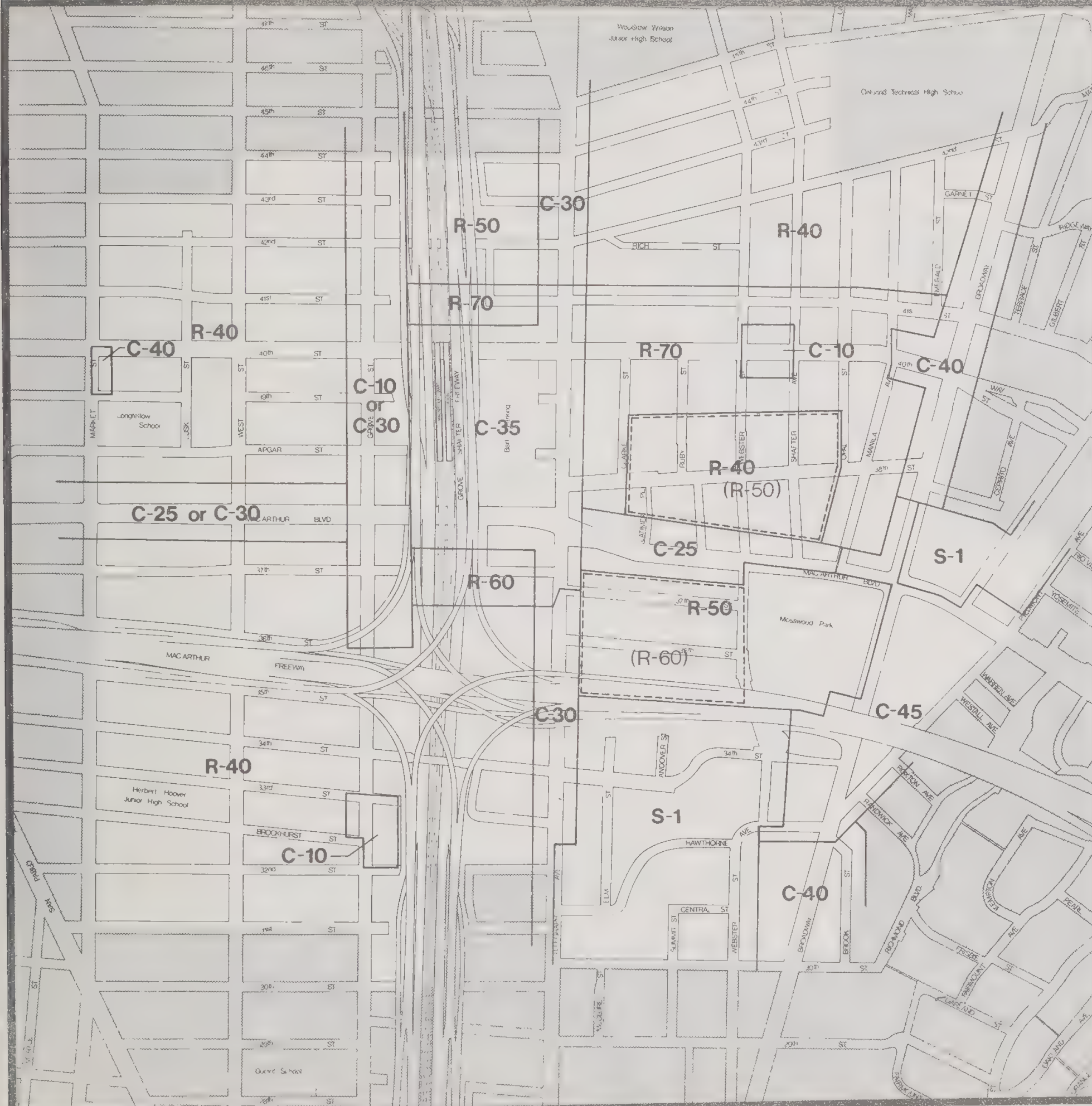
The major effects which would probably result from implementing this alternative are outlined in Table 10.

In general, some types of changes would affect more areas than under Alternative II, although right near the station itself change could be less dramatic because of a less activist public implementation approach.

Housing and Related Effects. A fair amount of new medium- and high-density housing would probably be built in various sections east of the Grove-Shafter Freeway, but most of them would probably be fairly close to Broadway where rents might still tend to be higher. Some new housing might also be built west of the freeway, although this would probably have to be publicly assisted housing because of the lower rent structure there. For the study area as a whole, there could be a net increase of something over 275 to 475 units during the first decade after BART impact.

Illustrative Basic Zoning Under Alternative III

----- Possible Long-Run
(R-50) Zoning Where
Different From
Short-Run



2031



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Table 10
 LIKELY MAJOR EFFECTS OF IMPLEMENTING ALTERNATIVE III:
 MACARTHUR STUDY AREA DURING FIRST DECADE AFTER BART IMPACT

Factor	Sections West of Grove-Shafter Freeway	Residential Areas East of Grove-Shafter Freeway	Telegraph Avenue	Pill Hill and Broadway Area
Total Housing Units	Minor increase.	Minor to moderate increases in various sections.	Minor increase.	Moderate increase.
Physical Quality of Housing	Minor improvement.	Minor to moderate improvement.	Minor improvement.	Minor improvement.
Median Housing Rent and Value	Slight increase.	Slight to moderate increases.	Minor increase.	Moderate increase.
Median Income of Residents	No significant change.	Slight increase.	No significant change.	Slight increase.
Total Commercial Floor Space	No significant change.	N.A.	Minor increase.	Major increase.
Markets Served By Commercial Facilities	No significant change.	N.A.	No significant change.	No significant change.
Visual Scale of Buildings in Area	No significant change.	Some increase in places.	No significant change.	No significant change.
Overall Quality of Environment	Minor improvement.	Minor to moderate improvement.	Moderate improvement.	Minor improvement.
Total Assessed Valuation	Minor increase.	Minor to moderate increases.	Minor increase.	Moderate increase.
Required Level of Public Expenditures	Moderate to major increases.	Moderate increase.	Minor to moderate increases.	Minor increase.
Traffic on Major Streets in MacArthur Area	Minor to moderate increases, following initial jump when BART goes to San Francisco.			
Patronage at MacArthur BART Station	Moderate increase, following initial jump when BART goes to San Francisco.			

The housing increases in various sections could tend to give a wider choice to people looking for housing there, and thereby might make for more competition between owners on the basis of maintenance and upkeep.

Indeed, all factors considered, there would tend to be minor to moderate improvements in the physical quality of housing, and similar increases in rent levels -- especially in the sections east of the freeway. In some of the latter cases, this would mean that new residents would tend to have a little higher incomes than existing ones, although the resulting change in overall income composition would be neither drastic nor rapid.

Commercial and Related Effects. Overall, the net increase in commercial or medical office space during the ten years after BART impact might be between 150,000 to 250,000 square feet. The retail increase would be much less -- perhaps something like 24,000 to 35,000 square feet.

For both office and retail space, most of the additions would occur in the already established Pill Hill and Broadway areas, where they would be of the general types already found there.

Other Effects. There would be some increases of building scale east of the freeway, while overall environmental quality would increase to some degree in all sections.

Overall, there would probably be minor to moderate increases in assessed valuation. The required increases in public expenditures would be somewhat less than under Alternative II for the area immediately around the station, but they would likely be somewhat higher in certain other locations.

The general increase in traffic on major streets would probably be about the same as under Alternative II, but the increase in ridership at the MacArthur BART station could be somewhat smaller.

ALTERNATIVE IV: MAXIMUM PRIVATE INVESTMENT
WITHOUT MASSIVE CLEARANCE

GOAL

This alternative would be based on the following goal:

MAXIMIZE PRIVATE INVESTMENT, AND UPGRADE THE OVERALL PHYSICAL QUALITY OF STRUCTURES AND THE ENVIRONMENT, IN THE MACARTHUR AREA AS A WHOLE TO THE EXTENT THIS MAY BE DONE WITHOUT INVOLVING VERY LARGE-SCALE REDEVELOPMENT.

This goal would seek to realize more fully the investment potential which BART will help to create in the MacArthur area.

The term "maximum private investment" refers not only to investment in new construction. It refers as well to investment in maintaining or renovating existing developments. No significant amount of new construction would be likely in most sections west of the Grove-Shafter Freeway without massive redevelopment which this alternative would rule out. For these sections, therefore, the above goal would call for maximum investment in maintaining and renovating existing structures.

While ruling out massive redevelopment, however, this alternative would not preclude small-scale redevelopment activities.

GENERAL IMPLEMENTATION APPROACH

Efforts would be made to encourage land assembly and rebuilding at a variety of strategic locations, thereby stimulating other private investment nearby, and this could involve small redevelopment projects where

appropriate. These efforts would be backed up by widespread rehab efforts and environmental improvements. Again, a shuttle bus line, or other improved transit service, to the station would be established, and this would give still further encouragement to investors.

This alternative would not call for opening up the entire MacArthur area to high-density construction. That would be self-defeating. East of the Grove-Shafter Freeway, for the foreseeable future, there would not be nearly enough demand to rebuild all of the area. In most of the sections west of the freeway, in fact, there would be only a limited demand for new construction unless there were the kind of massive redevelopment which this alternative would rule out. Therefore, higher-density zoning would be reserved for those areas where a significant amount of new construction could reasonably be expected. Other sections would actually be downzoned, to prevent premature spotty development and discourage undermaintenance due to speculation.

This alternative would accept and in fact stimulate rent increases. Property owners east of the freeway would generally not need special financial assistance in order to pay for rehabilitation. West of the freeway, however, incomes and obtainable rents would tend to be lower, and upgrading would likely require the provision of financial assistance to many owners.

PRINCIPAL PUBLIC ACTIONS BY SUBAREA

The following major actions would be called for in each subarea.

Sections West of Grove-Shafter Freeway:

- . Downzone all sections, except for streets having many commercial establishments, to a low-density residential zone to discourage undermaintenance due to speculation. In the long run, if and when

demand and local public facilities are sufficient, upzone some sections which are near the station or which contain inappropriate uses, to allow new medium- or high-density construction.

- . In general, make zoning text changes and/or rezone to ensure that any new construction will be attractive and harmonious with its surroundings.
- . Encourage or assist, through moderate-size redevelopment if appropriate, the attractive rebuilding of property, especially right near the station, on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Encourage and require conservation and rehabilitation efforts, with special attention to abandoned or poorly maintained nonresidential properties, so as to upgrade the overall physical quality of structures.
- . Make environmental improvements, especially near the station, so as to upgrade the area and encourage private investment.
- . Provide some form of financial assistance where needed to enable existing owners to rehabilitate their properties.

Telegraph Avenue:

- . Rezone and/or make zoning text changes to ensure that new construction will be attractive and harmonious with its surroundings.
- . Encourage or assist, through moderate-size redevelopment if appropriate, the attractive rebuilding of property near the station on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Encourage and require conservation and

rehabilitation efforts so as to upgrade the overall physical quality of structures.

- . Make environmental improvements, especially near the station, so as to generally upgrade the area and encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect the station to the MacArthur/Broadway vicinity and Pill Hill.

Residential Areas East of Grove-Shafter Freeway:

- . Downzone the least accessible sections to discourage undermaintenance due to speculation. In the long run, if and when housing demand and local public facilities are sufficient, upzone the more accessible of these to allow new medium- or high-density construction.
- . In general, make zoning text changes and/or rezone to ensure that new construction will be attractive and harmonious with its surroundings.
- . Encourage or assist, through moderate-size redevelopment if appropriate, the attractive rebuilding of property at strategic locations on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Encourage and require conservation and rehabilitation efforts so as to upgrade the overall physical quality of structures.
- . Make environmental improvements so as to generally upgrade the area and encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to connect these areas to the station, to the MacArthur/Broadway vicinity, and Pill Hill.

Pill Hill and Broadway Area:

- . Rezone and/or make zoning text changes where necessary to ensure that new construction is attractive and harmonious with its surroundings.
- . Encourage or assist, through moderate-size redevelopment if appropriate, the attractive rebuilding of property at strategic locations on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Make environmental improvements so as to generally upgrade the area and encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect Pill Hill and the MacArthur/Broadway vicinity to the station.

SPECIFIC EXAMPLES OF SOME OF THE ABOVE ACTIONS

Zoning. Map H suggests schematically what the basic zoning pattern might look like under this alternative. (In addition to the basic zones shown, the S-4 or S-5 combining zones might be mapped in some places.)

Actions to Assist Rebuilding. Examples of possible rebuilding sites, some of which might not call for actual public redevelopment, might include:

1. All or most of the "superblock" bounded by Telegraph, 40th, MacArthur, and the Grove-Shafter Freeway (a "joint-use" project including expansion of BART's parking facilities).
2. Some of the industrial or heavy commercial uses along or near 40th Street between Webster and Broadway, especially the lumber yard and adjacent property between Opal and Manila.

3. Various properties on Pill Hill which might be assembled to provide for new or expanded hospital facilities.
4. The large Highway Patrol property on Telegraph and the older residential uses between it and MacArthur Boulevard.
5. Some of the vacant or marginal commercial lots, and stub-end streets, along Grove Street (between Apgar and 42nd) right behind the station.
6. The industrial properties just to the west of Grove south of 37th Street.
7. Some of the low-density commercial uses along West MacArthur, such as the abandoned gas station at West Street.

If public redevelopment were involved, it is possible that some of these sites (at least some of those east of the freeway) would not require a major writedown to attract developers.

Rehabilitation. Some kind of "rehabilitation" urban renewal project might be undertaken along Grove Street to achieve upgrading of the poorly maintained properties and shabby structures along it.

Environmental Improvements. The examples of "environmental improvements" listed under Alternative II would also be appropriate under this alternative. In addition, plazas, parks, or recreational areas might be created:

1. Near 40th and Grove, possibly using one or more of the open lots or stub-end streets in that vicinity.
2. On the large, wooded property (containing a home for the aged) at 42nd and Opal next to Oakland Technical High School.

Illustrative Basic Zoning Under Alternative IV

----- Possible Long-Run
(R-50) Zoning Where
Different From
Short-Run



2031

**OAKLAND
CITY PLANNING
DEPARTMENT**

Table 11
 LIKELY MAJOR EFFECTS OF IMPLEMENTING ALTERNATIVE IV:
 MACARTHUR STUDY AREA DURING FIRST DECADE AFTER BART IMPACT

Factor	Sections West of Grove-Shafter Freeway	Residential Areas East of Grove-Shafter Freeway	Telegraph Avenue	Pill Hill and Broadway Area
Total Housing Units	Minor increase.	Minor to major increases.	Major increase.	Major increase.
Physical Quality of Housing	Minor improvement.	Minor to major improvement.	Moderate improvement.	Minor improvement.
Median Housing Rent and Value	Moderate increase.	Moderate increase.	Moderate increase.	Major increase.
Median Income of Residents	Minor increase.	Moderate increase.	Moderate increase.	Moderate increase.
Total Commercial Floor Space	No significant change.	N.A.	Major increase.	Major increase.
Markets Served By Commercial Facilities	No significant change.	N.A.	Increased regional orientation.	No significant change.
Visual Scale of Buildings in Area	No significant change.	Minor to major increases in various sections.	Moderate increase.	No significant change.
Overall Quality of Environment	Minor improvement.	Moderate to major improvement.	Major improvement.	Moderate improvement.
Total Assessed Valuation	Moderate increase.	Moderate to major increases.	Moderate to major increases.	Major increase.
Required Level of Public Expenditures	Moderate to major increases.	Moderate increase.	Moderate to major increases.	Moderate increase.
Traffic on Major Streets in MacArthur Area	Moderate increase, following initial jump when BART goes to San Francisco.			
Patronage at MacArthur BART Station	Major increase, following initial jump when BART goes to San Francisco.			

EFFECTS

Table 11 outlines the major effects which would probably result from implementing this alternative. In general there would be substantial changes east of the Grove-Shafter Freeway, especially near the station, on Pill Hill, and near MacArthur/Broadway. West of the freeway, in contrast, the changes would be much more limited.

Housing and Related Effects. A significant amount of new housing would be built east of the freeway. Some would probably also be built west of the freeway, though again this might be publicly-assisted housing. For the study area as a whole, there might be a net housing increase of between 650 to 1,000 units during the first 10 years after BART impact.

There would also be improvement in overall housing quality and increases in rents -- but more significantly in the sections east of the freeway than to the west. These changes in turn would tend to dislocate those existing residents who could not afford the costs of upgrading, either directly (as owners) or indirectly (as tenants). New residents would tend to have higher incomes, especially east of the freeway.

Commercial and Related Effects. Overall, the first decade after BART impact might see a net increase of something like 440,000 to 660,000 square feet of commercial and medical office space. For retail space, the increase could be on the order of 70,000 to 135,000 square feet. Significant additions would occur both on Pill Hill, near the MacArthur/Broadway vicinity, and near the station. Many of the new uses would tend to serve a regional (or commuter) market.

Other Effects. There would be major increases in building scale in some sections east of the freeway, while the overall quality of the environment would

to some degree increase in all sections of the study area.

There would be moderate to major increases in assessed valuations. For the study area as a whole, the required increase in public expenditures would still be moderate, since most rebuilding and much of the rehabilitation would be done by the private sector without direct public assistance.

Substantial traffic increases could be expected on some major streets in the MacArthur area, and an even bigger increase in patronage at the MacArthur BART station.

ALTERNATIVE V: MAXIMUM
PRIVATE INVESTMENT

GOAL

The goal underlying this alternative would be as follows:

MAXIMIZE PRIVATE INVESTMENT, AND UPGRADE THE
OVERALL PHYSICAL QUALITY OF STRUCTURES AND THE
ENVIRONMENT, IN THE MACARTHUR AREA AS A WHOLE.

This goal is the same as that on which Alternative IV is based except that it omits the latter's constraint about massive redevelopment.

Indeed large-scale redevelopment would be essential to maximizing private investment in the sections west of the Grove-Shafter Freeway. From a long-range perspective, achieving new development in at least some of those sections would be viewed as desirable because of the nearness of BART and the age of many existing buildings -- and also because major improvements here might stimulate improvements in adjacent portions of West and North Oakland. However, extensive new development probably could be achieved only if the overall environment were changed radically enough to command much higher rents -- or, in economic terms, if this became a new "neighborhood."

GENERAL IMPLEMENTATION APPROACH

There would be large-scale redevelopment, involving major writedowns, in the area west of the station -- as well as other more modest and less costly actions to encourage rebuilding east of the freeway. There would also be major rehab efforts and environmental improvements, on both sides of the freeway. Again there would be a shuttle bus line from Pill Hill and

the MacArthur/Broadway vicinity to the station, but this time it would be extended into the area west of the station.

As under Alternative IV, there would be some downzonings in portions of the MacArthur area. At some places west of the station, however, there would need to be some significant upzonings to allow high- or medium-density new construction.

Because of the improved economic conditions which this alternative would stimulate, property owners in many or most sections would not need public financial assistance in order to pay for rehabilitation. However, even assuming large-scale redevelopment it would probably not be possible to rebuild or substantially upgrade all the sections west of the freeway. Below 36th Street, in particular, incomes and rents could remain relatively low, and some form of special financial assistance would then be required to help rehab the existing structures there.

PRINCIPAL PUBLIC ACTIONS BY SUBAREA

Looked at by subarea, the following major actions would be called for.

Sections West of Grove-Shafter Freeway:

- . Upzone sections affected by redevelopment, or adjacent to the station, where necessary to allow construction of appropriate new medium- and high-density housing. In the long run, if and when demand and public facilities are sufficient, upzone additional blocks nearby to allow more such construction.
- . Downzone all remaining sections, except for streets having many commercial establishments, to a low-density residential zone to discourage undermaintenance due to speculation.

- . In general, make zoning text changes and/or rezone to ensure that new construction is attractive and harmonious with its surroundings.
- . Undertake large-scale redevelopment in sections which are convenient to the station or which contain inappropriate uses, so as to provide for attractive new construction and generally transform the area's image.
- . Encourage and require conservation and rehabilitation efforts on those properties not redeveloped, so as to upgrade the overall physical quality of existing structures.
- . Make environmental improvements to upgrade the general area and further encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to connect the area to the station, the MacArthur/Broadway vicinity, and Pill Hill.
- . In those sections where rents and incomes stay relatively low, provide some form of financial assistance where needed to enable owners to rehabilitate their properties.

Telegraph Avenue:

- . Rezone and/or make zoning text changes to ensure that new construction will be attractive and harmonious with its surroundings.
- . Encourage or assist, through redevelopment if appropriate, the attractive rebuilding of property at or near the station on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Encourage and require conservation and rehabilitation efforts so as to upgrade the overall physical quality of structures.

- . Make environmental improvements, especially at or near the station, so as to generally upgrade the area and further encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect the station to the area west of it and to the MacArthur/Broadway vicinity and Pill Hill.

Residential Areas East of Grove-Shafter Freeway:

- . Downzone the least accessible sections to discourage undermaintenance due to speculation. In the long run, if and when housing demand and local public facilities are sufficient, upzone the more accessible of these to allow new medium- or high-density construction.
- . In general, make zoning text changes and/or rezone to ensure that new construction will be attractive and harmonious with its surroundings.
- . Encourage or assist, through redevelopment if appropriate, the attractive rebuilding of property at strategic locations on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Encourage and require conservation and rehabilitation efforts so as to upgrade the overall physical quality of structures.
- . Make environmental improvements so as to generally upgrade the area and further encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect these areas to Pill Hill, the MacArthur/Broadway vicinity, the station, and the area west of it.

Pill Hill and Broadway Area:

- . Rezone and/or make zoning text changes where

necessary to ensure that new construction is attractive and harmonious with its surroundings.

- . Encourage or assist, through redevelopment if appropriate, the attractive rebuilding of property at strategic locations on a large enough scale to allow comprehensive site design with substantial on-site amenities.
- . Make environmental improvements so as to generally upgrade the area and further encourage private investment.
- . Provide a shuttle bus line or other greatly improved transit service to better connect Pill Hill and the MacArthur/Broadway vicinity to the station and the area west of it.

SPECIFIC EXAMPLES OF SOME OF THE ABOVE ACTIONS

Zoning. An example of what the basic zoning pattern might look like under this alternative is given by Map I. The S-4 or S-5 combining zones might also be mapped in some places.

Redevelopment. There would probably need to be at least one very sizable project west of the freeway -- covering a large number of contiguous blocks -- in order to create a new image for that area. For example, such a large project might include both sides of Grove from the MacArthur Freeway up to 45th Street, along with several adjacent residential blocks.

Such a large-scale project could be supplemented by redevelopment on some of the possible smaller sites listed under Alternative IV.

As under Alternative IV, it might be possible to do some redevelopment projects east of the freeway without a major writedown. West of the freeway however, redevelopment would probably require a very major writedown.

Environmental Improvements. For the sections east of the freeway, the examples of environmental improvements already given under Alternative IV could also be appropriate.

West of the freeway, extensive street tree planting could be helpful, especially along such major routes as Grove, Market, and West. Utility undergrounding might be desirable along various streets. One especially valid possibility would be to improve the lighting and general physical appearance of the 40th Street undercrossing, which would be the most important link to the station.

Examples of possible recreational improvements west of the freeway include the following:

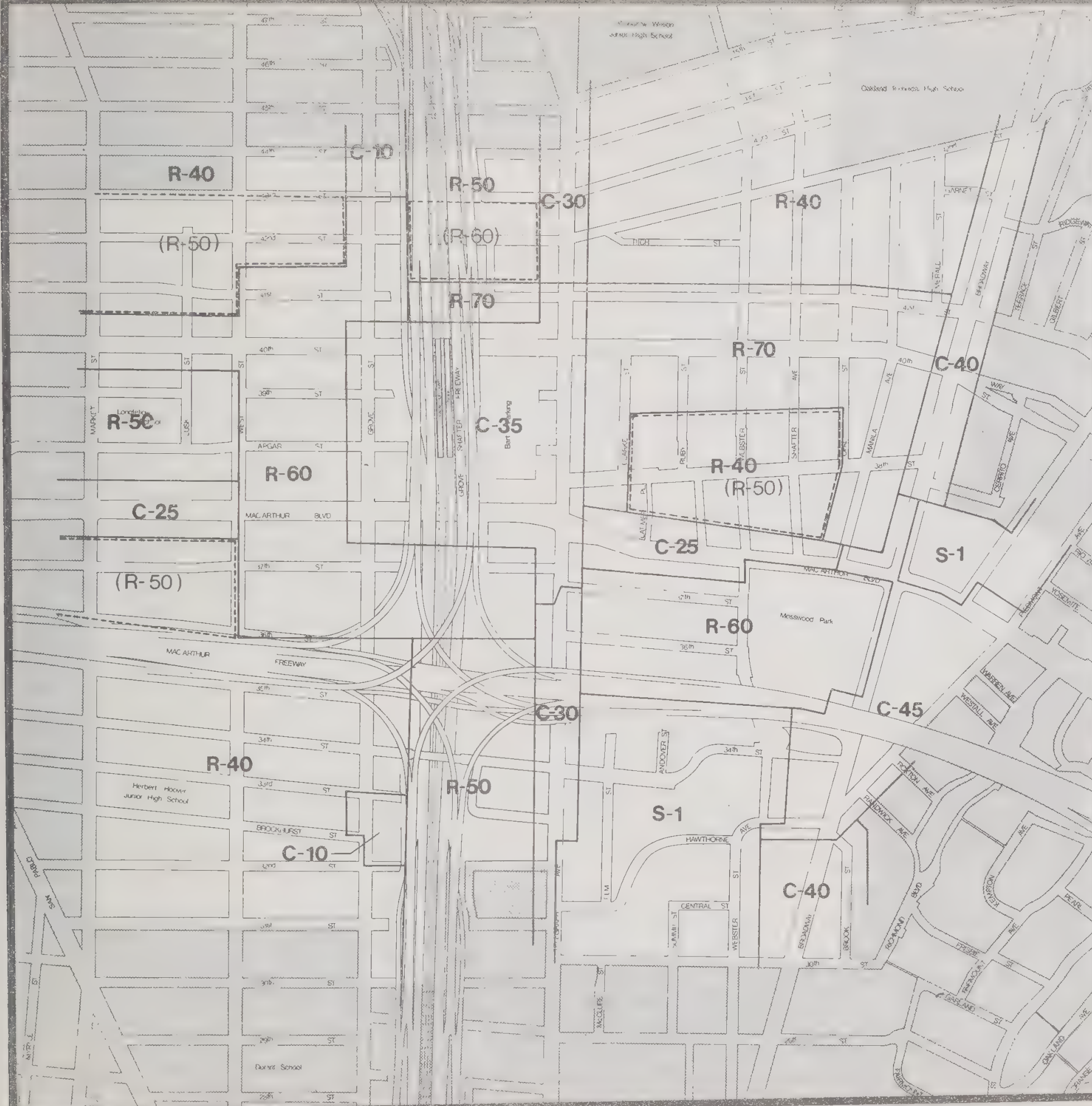
1. Recreational use of the northwest corner of the MacArthur-Grove-Shafter Freeway interchange.
2. Expansion of the existing park at the interchange's southwest edge to replace the building now standing right at the corner of 34th and Grove.
3. Creation of a new park immediately adjacent to Longfellow School.
4. Incorporation of one or more plazas or parks in any new development along Grove Street.
5. Using part of the excessive right-of-way of Linden Street (to the west of the study area proper) for recreational purposes.

Other examples of environmental improvements which could be helpful in stimulating new investment west of the freeway would be improved buffering along the freeways, and carefully located street closing or narrowings to discourage speedy or through traffic on residential streets. One possibility might be to close West Street at some points (perhaps at 35th and at 41st) to keep out long-distance through traffic.

Map I

Illustrative Basic Zoning Under Alternative V

----- Possible Long-Run
(R-50) Zoning Where
Different From
Short-Run



2031

**OAKLAND
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Table 12
 LIKELY MAJOR EFFECTS OF IMPLEMENTING ALTERNATIVE V:
 MACARTHUR STUDY AREA DURING FIRST DECADE AFTER BART IMPACT

Factor	Sections West of Grove-Shafter Freeway	Residential Areas East of Grove-Shafter Freeway	Telegraph Avenue	Pill Hill and Broadway Area
Total Housing Units	Above MacArthur Freeway: Moderate increase. Below: Minor increase.	Minor to major increases.	Major increase.	Major increase.
Physical Quality of Housing	Moderate to major improvement.	Minor to major improvement.	Moderate improvement.	Minor improvement.
Median Housing Rent and Value	Moderate to major increases.	Moderate increase.	Moderate increase.	Major increase.
Median Income of Residents	Minor to major increases.	Moderate increase.	Moderate increase.	Moderate increase.
Total Commercial Floor Space	Major increase.	N.A.	Major increase.	Major increase.
Markets Served By Commercial Facilities	Increased regional orientation.	N.A.	Increased regional orientation.	No significant change.
Visual Scale of Buildings in Area	Above MacArthur Freeway: Minor to major increases. Below: No significant change.	Minor to major increases in various sections.	Moderate increase.	No significant change.
Overall Quality of Environment	Moderate to major improvement.	Moderate to major improvement.	Major improvement.	Moderate improvement.
Total Assessed Valuation	Moderate to major increases.	Moderate to major increases.	Moderate to major increases.	Major increase.
Required Level of Public Expenditures	Major increase.	Moderate increase.	Moderate to major increases.	Moderate increase.
Traffic on Major Streets in MacArthur Area	Moderate increase, following initial jump when BART goes to San Francisco.			
Patronage at MacArthur BART Station	Major increase, following initial jump when BART goes to San Francisco.			

Shuttle Bus. This alternative would call for substantially improved transit service west, as well as east, of the Grove-Shafter Freeway. To achieve this, a Pill Hill-MacArthur/Broadway-BART station shuttle might be extended westward, either:

1. along 40th Street to San Pablo Avenue, or
2. along 40th then up Grove Street to serve Childrens Hospital.

EFFECTS

Table 12 outlines the likely major effects of implementing this alternative. As under Alternative IV there would be substantial changes east of the Grove-Shafter Freeway, but under this alternative they would also occur to the west.

Housing and Related Effects. Sizable amounts of new housing would be built on both sides of the freeway -- although very little might be built in the southwest corner of the study area, which is distant from the station and is where redevelopment probably would not occur. For the MacArthur area as a whole, the net housing increase during the first decade after BART impact might be on the order of 950 to 1,400 units.

There would also be substantial housing-quality improvement and rent increases on both sides of the freeway, although again the southwest corner of the study area might be less affected. These changes would tend to dislocate those existing residents who cannot afford the higher costs. In most sections the newer residents would have substantially higher incomes.

Commercial and Related Effects. Overall, there might be a net increase of something like 490,000 to 735,000 square feet of medical and commercial office space in the first 10 years after BART impact. During the same period the net increase in retail space could be on the order of 95,000 to 170,000 square feet.

The great majority of the increases would be east of the freeway, but significant construction could also be expected to the west on such streets as Grove and MacArthur. Some of the new establishments would probably be convenience-type, to serve residents of the new housing, but there would be a general trend for establishments to serve a wider-than-local market.

Other Effects. Most sections would see substantial increases in building scale, as well as in the overall quality of the environment.

Most sections would also see moderate to major increases in assessed valuations. The required increases in public expenditures east of the freeway would generally be moderate, but very major increases would be required for the redevelopment and related actions west of the freeway.

Again, substantial traffic increases could be expected on arterials in the MacArthur area, and there would be a major increase in ridership at the MacArthur BART station.

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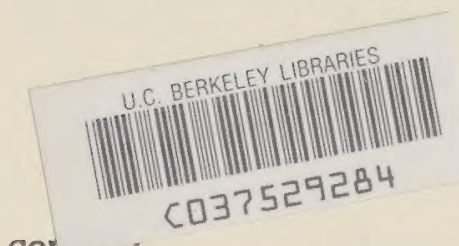
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